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ABSTRACT

This project assumes that a youngster's problems with the law rarely occur in isolation. More often, they are part of a constellation of problems--family conflict, school failure, unemployment, emotional difficulties and, in urban ghettos, inadequate housing and health care. The Neighborhood Youth Resources Center (NYRC) of Philadelphia provides a broad spectrum of services through a single, easily-accessible source. Located in the heart of a high-crime, inner-city area, the Center is open 13 hours a day. It provides both direct assistance and carefully-monitored referrals to other community agencies. Five kinds of services are offered: crisis intervention, individual casework, group work involving counseling and educational assistance, referrals to cooperating agencies, and legal representation. Because NYRC believes that youth services should operate within the context of a community center, recreational and cultural programs, counseling for youth on probation, and legal education for neighborhood residents are also sponsored. This manual provides a detailed description of the operations of the NYRC. It should be very useful to new and developing youth services with similar problems and goals. (Author/EP)

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The Philadelphia Neighborhood Youth Resources Center

An Exemplary Project

ED153094

U.S. Department of Justice
Law Enforcement Assistance Administration
National Institute of Law Enforcement and Criminal Justice

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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AN EXEMPLARY PROJECT

THE NEIGHBORHOOD YOUTH RESOURCES CENTER

U.S. Department of Justice
Law Enforcement Assistance Administration
National Institute of Law Enforcement and
Criminal Justice
Washington, D.C.

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The Philadelphia Neighborhood Youth Resources Center is one of 13 programs which have earned the LEAA "exemplary" label. Projects are nominated through the LEAA regional offices and the state planning agencies and are examined by an independent evaluator to verify their:

- Overall effectiveness in reducing crime or improving criminal justice
- Adaptability to other jurisdictions
- Objective evidence of achievement
- Demonstrated cost effectiveness

Validation results are then submitted to the Exemplary Project Advisory Board, made up of LEAA and state planning agency officials, which makes the final decision.

For each Exemplary Project, LEAA publishes a wide range of informational materials, including brochures, guidelines and training manuals, single copies of which are available free of charge from the National Criminal Justice Reference Service, Washington, D.C. 20531.

FOREWORD

A youngster's problems with the law rarely occur in isolation. More often, they are part of a constellation of problems – family conflict, school failure, unemployment, emotional difficulties and, in urban ghettos, inadequate housing and health care. Too often, those young people with the widest range of problems are least aware and capable of using available community resources. Unresolved, the problems – and the problem behavior – continue.

The Neighborhood Youth Resources Center (NYRC) of Philadelphia provides a broad spectrum of services through a single, easily-accessible source. Located in the heart of a high-crime, inner-city area, the Center is open 13 hours a day. It provides both direct assistance and carefully-monitored referrals to other community agencies.

Five kinds of services are offered: crisis intervention, individual casework, group work involving counseling and educational assistance, referrals to cooperating agencies, and legal representation. Because NYRC believes that youth services should operate within the context of a community center, recreational and cultural programs, counseling for youth on probation, and legal education for neighborhood residents are also sponsored.

To provide the comprehensive help its clients need, NYRC has developed a unique purchase-of-services arrangement with other community agencies. This system has brought to its staff a lawyer from the Defenders' Association, two roving leaders from the Department of Recreation, two gang workers from the Youth Conservation Services and a juvenile court probation officer.

The Center works with a target population of 4,000 young people between the ages of 10 and 17. In 1973, it served 1,027 youngsters with problems ranging from landlord-tenant disputes to burglary, minor disorderly conduct, and status offenses.

The National Institute believes that the NYRC approach to handling youth problems should be considered by other communities.

This manual provides a detailed description of the operations of the Philadelphia project. A brochure containing a general description of the project is also available through the National Criminal Justice Reference Service, Washington, D.C. 20531.

GERALD M. CAPLAN
Director
NILECJ

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CHAPTER 1: PROJECT SUMMARY

For further information concerning the policies and procedures of the Philadelphia Neighborhood Youth Resources Center contact:

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Model Cities Neighborhood Youth
Resources Center of R.W. Brown
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Philadelphia, Pennsylvania 19122
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CHAPTER 1: PROJECT SUMMARY

1.1 Introduction

A 1970 study on juvenile delinquency prevention strategies, prepared for the Youth Development and Delinquency Prevention Administration of HEW, concluded that "unless more effective strategies are developed there will be nearly 1,500,000 juvenile cases handled by juvenile courts in 1977." The report further anticipated that by the same year almost $1.5 billion dollars could be saved in official court costs alone if juveniles could be effectively diverted from the juvenile justice system.

During the years 1966-72, gang warfare and deaths related to gang warfare escalated in the city of Philadelphia, Pennsylvania to levels far beyond that of any other major city. In one neighborhood of this city, gang warfare was prevalent and indices of juvenile delinquency and serious juvenile crime were alarmingly high. In this setting the Neighborhood Youth Resources Center (NYRC) began operations in the Spring of 1971. Over the past three years the program has succeeded in working with the most troubled and the most troublesome youth of an inner-city ghetto.

NYRC is not a typical referral agency, since it concentrates on providing individual casework and follow-upservices. Although the program utilizes the resources of over 190 agencies and institutions that provide services to youth, NYRC maintains close contact with each youth to insure that the service plan is appropriate. NYRC continues to sponsor the youth during contact with one or more of the cooperating resource agencies available. The individual casework, coupled with a well developed resource network, makes it possible to provide an entire range of services--college scholarships, orthopedic and medical or mental health resources, emergency housing or group home care, recreation and cultural programs, drug abuse treatment--without ever losing contact with the youth or risking the danger that the youth will "slip between the cracks" during service provision.

This program manual is intended to provide new and developing youth serving agencies with a perspective on the operations and procedures of the Philadelphia program. The manual focuses on those elements of the agency's strategy that have contributed to its effective response to community and youth needs. It has been prepared as part of the Law Enforcement Assistance Administration's Exemplary Projects Program, a nationwide effort to identify and publicize outstanding criminal justice programs.

At the conclusion of this document, considerable emphasis is placed on the issue of youth agency evaluation. Although certain elements of NYRC's service strategy may not be directly transferred to programs in other jurisdictions, all programs can share the concern for developing coherent, systematic evaluation procedures. To assist program administrators and evaluators in efforts to document program accomplishments and test and modify alternative service approaches, the concluding discussion presents guidelines for the design and execution of appropriate evaluation activities.

1.2 Agency Goals

Philadelphia's Neighborhood Youth Resources Center has incorporated the service delivery strategies of traditional youth serving agencies with the advocacy and system-change strategies of the more recently-mandated youth service bureaus. Prior to a discussion of the program's organization and service delivery mechanism, it is important to examine the goals and objectives of NYRC in the context of national and local youth serving policies.

At the inception of NYRC, the Office of Youth Development (OYD)--previously the Youth Development and Delinquency Prevention Agency--of the Department of Health, Education, and Welfare, was in the process of funding 30 companion projects. As demonstration youth service systems, these projects would focus on institutional change and incorporate the following objectives to measure their achievements:

- Provide more socially acceptable and meaningful roles for youth to reduce drop-out rates; open up job oppor-

tunities; and stimulate the process of youth involvement and participation in community life.

- Divert the youth away from the juvenile justice system into alternate programs, resulting in a reduction in the annual rate of referral to juvenile courts.

- Reduce negative labeling by providing alternative youth services in the community.

- Reduce youth-adult alienation, thereby increasing youth participation in total community activities and lowering rates of official delinquency.*

These OYD-stated objectives provided general direction in the development of the NYRC program model, and were complemented by the objectives set out by the Philadelphia Model Cities, NYRC's original delegate agency: (1) prevent seriously "delinquent-prone" youth from becoming criminal; (2) offer a wide range of well coordinated youth supportive services at the neighborhood level; (3) insure sustained contact and follow-up through the use of neighborhood workers; (4) insure close work with parents and other family members; (5) provide services to younger children; (6) create new models of public-private agency coordination; (7) insure effective citizen participation through the Model Cities system; (8) provide intensive staff development opportunities with hiring preference for residents of the Model Cities neighborhood.

The implementation of a project, which addressed both the OYD and the Model Cities objectives, resulted in a delinquency prevention strategy guided by both national and local concerns. It was a strategy for broad institutional change that incorporated the interests of local neighborhood residents whose families would be affected by the program.

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*Gemignani, Robert J., Delinquency Prevention, July 1972.

1.3 NYRC as a Youth Serving Agency

Although many of NYRC's objectives are common to a range of youth serving agencies, in some senses, the Philadelphia agency represents a unique program type. It contains certain features associated with youth services bureaus (YSB), but does not concentrate on the basic function associated with the classic YSB--that of providing evaluation and referral services (with no further person-to-person contact) for youth diverted from or otherwise prone to entry into the juvenile justice system. It is a youth services bureau, in the more generic sense of the term, providing extensive direct services in addition to evaluation and referral services to target area youth and their families. Although NYRC's principal focus is the youth who receives direct services (the formal "client"), there are large numbers of youths who also receive referral and short-term assistance. This latter group, although not included in the project's records, participate in social, cultural, and other activities sponsored by the Center.

To summarize the program's major operational features, several criteria commonly applied to Youth Service Bureau's are defined below with a brief discussion of NYRC's response to each.

- *The Coordination Role of Youth Service Agencies*

Many YSB's have mandates to (1) facilitate the coordination of youth-serving and related community agencies with respect to the services they presently offer youth; (2) to facilitate planning efforts by community agencies and citizens to determine the unmet needs of youth in a target area, and to assist in the development of services to meet these needs by existing or created community services; (3) to facilitate interagency coordination in the handling of cases where more than one community agency has accepted responsibility for a client; (4) to facilitate referral efficacy by and between community service agencies.

NYRC does not perform a direct facilitator role to improve the coordination of health and welfare agencies serving target area youth. It does little to ferret out agency overlap. *What it does*

vigorously do is to seek to assure that other agencies actually deliver their services to NYRC youth and their families. It has countless written agreements, or verbal agreements confirmed by letter, indicating what NYRC will do and what the other agency is to do to ease the referral process. NYRC prepares the youth, his family, and the receiving agency for a referral. Further, NYRC holds cooperative agencies accountable for the services they agreed to provide and are organized to provide. Its youth are held accountable as well. The means for holding agencies accountable is often no more than terminating referrals to a particular service. Because the NYRC program has effective community linkages, their dissatisfaction with a service is often enough of a stimulus for the agency to change.

- *Institutional Change for Delinquency Prevention*

A number of YSB's have sought to implement approaches aimed at improving such areas as: educational system effectiveness, more humane police treatment of juveniles, governmental accountability for health and welfare services, and crime preventive merchant and citizen strategies.

NYRC has consistently advocated improved policies for the city and the state to reduce delinquency and to better serve youth, including youthful offenders. The credibility of its parent agency--The Crime Prevention Association--has been utilized well in this regard.* NYRC is respected as a change agent; legislative and programmatic. In its day-to-day relationships with other community agencies, developing from its concern in the individual case, it has promoted new developments and improvements in the service delivery capabilities of other youth serving agencies.

In its efforts with public service organizations, NYRC has facilitated the achievement of a more family oriented health care delivery approach. In its work with public educational services, it claims some success in securing educational programs more attuned to the children of its neighborhood. It has helped open up more private and public recreational services.

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*The Crime Prevention Association (CPA) is the current delegate agency of NYRC. See Chapter 2, Project Organization.

- *The Direct Service Approach*

YSB's which restrict their direct contacts with referred youth to evaluating psychosocial and educational considerations, and to referring the youngster to a panel of community health and welfare services, have traded off the direct services role for the expectation that existing community agencies will provide the ameliorative services necessary for youngsters referred by the YSB's. Theoretically, under this approach existing community agencies will better accept suggestions from YSB's, and from committees formed through YSB's, geared to improve referral efficacy, case coordination, and coordination of existing services.

A number of YSB's have begun with this approach, but either after they have gained credibility, or after they have lost patience in their search to find others who will fill unmet needs, launched direct service programs themselves.

The provision of direct services is at the heart of the NYRC program. In accepting responsibility for the youth of the area in trouble with the law or prone to delinquency, NYRC provides, directly, a greater array of services than typifies most youth services bureaus. These include continuous individual counseling, a variety of group counseling approaches, recreation programs, job placement services, tutorial services, drug counseling, family life education groups, and more.

Through its provision of direct services, and its overall advocacy for youth, NYRC has achieved enormous credibility in its target area among frequently distrustful youth and their families. Direct services to youth, in this debilitated neighborhood, are critical to delinquency reduction. No one else can presently do the job of NYRC.

- *Diversion*

Classically, YSB's, following negotiations with law enforcement and juvenile court probation personnel, obtain signed agreements governing

the types of youth who will be referred to the YSB. The agreements often indicate that the YSB will routinely notify its referral source as to the actions taken, or services provided. The initiation of the referral is performed by law enforcement or probation personnel.

This process does not occur with NYRC. The reasons why this has not been accomplished relate to certain political and social conditions in Philadelphia, including tensions between NYRC and some police, the seriousness of the crime problem in Philadelphia, and the backlog of the juvenile court. As a result, the Philadelphia system faces realistic constraints on the amount of time that can be spent in seeking out alternatives for individual youths.

Nevertheless NYRC has developed workable procedures for linking its efforts with police and court intake sources. These include coordination with Juvenile Police Officers in the District Police Stations and the employment of a Court Liaison Officer (a regular probation officer) to facilitate the diversion process. Additional detail on this link with the juvenile justice system can be found in Chapter 3.0, Referral Sources and Diversion Procedures.

- *Delinquency Prevention*

NYRC's aggressive direct and referral service policies and its commitment to reaching crime-prone youth--often independent of direct police or court referrals--have brought significant benefits to the target community and its youth.

A four-month study, which compared target and non-target area youth within two precincts, indicated that arrest rates for male target youth were significantly lower for felony crimes and juvenile status offenses. Within the latter category, truancy petitions were substantially lower among target youth in both precincts. The results by sex and type of charged offense are examined in Chapter 9, Section 9.5, Developing Evaluation Measures, Data, and Analysis.

CHAPTER 2: PROJECT ORGANIZATION

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CHAPTER 2: PROJECT ORGANIZATION

2.1 Sponsorship

When the Office of Youth Development (OYD) of the Department of Health, Education, and Welfare began making funds available through the Model Cities Program for the purpose of establishing Youth Services Systems, the Crime Prevention Association (CPA) was chosen to serve as the delegate agency for the project in Philadelphia.

Founded in 1932 by a group of leading citizens, CPA is a private social service agency designed to assist in the prevention and control of youth crime and delinquency in the city. Since it boasts forty years of experience in working closely with the Philadelphia Police Department, Board of Education, Department of Welfare, and the City Council, CPA was in a position to act as a catalyst in integrating a variety of community-based programs. Accordingly, when the first store-front Youth Service Center was established in 1971, OYD provided a majority of the funding and CPA obtained commitments of resources and cooperation from the police, schools, and courts, as well as other public agencies.

CPA is governed by a board of directors and an executive director, who oversee the accomplishments of NYRC's project director. This organizational scheme provides the Center freedom from the kinds of administrative and political constraints which can often confront programs administered through a mayor's office. At the same time, since CPA enjoys a strong reputation in establishment circles and, indeed, has often contracted with the city, it can draw on a variety of public as well as private resources.

CPA encourages a broad range of inputs in its policy formulation. Youth actively participate in NYRC decision-making through an Advisory Committee. The Committee meets once a month to assess program operations, determine future program needs and potential areas of growth, and to give sanction to service or program changes. Its membership consists of three CPA representatives, eight project youth, the parents of five project youth, eight community-at-large representatives (including one youth), and members from the

District Attorneys Association. Several youth have served as evaluation resources for the Board of Directors. In addition, a policy of hiring some project youngsters to serve on the Center's staff has also encouraged grassroots participation in decision-making. The large representation of youth on the Advisory Commitee is but one example of NYRC's commitment to youth involvement in the program.

The key feature of NYRC's sponsorship by the Crime Prevention Association is, then, the fact that the project is under the aegis of an established agency which is respected in the community, both for its prior accomplishments in delinquency prevention and for its openness to participation by representatives of the client population and the existing political structure.

2.2 NYRC's Neighborhood - Based Facility

CPA was a natural sponsor for NYRC because of its long experience in running boys' and girls' clubs, day care programs and other youth-oriented projects in Philadelphia's ghetto. As a result, when a first year of success encouraged HEW to sponsor another CPA project, to be independent of Model Cities, a facility was already available. In August, 1972, the Program opened its doors in offices at the R.W. Brown Boys' Club, a converted railroad station in North Philadelphia. For years the club had served as a community youth center offering recreation, cultural enrichment, and day care.

NYRC operates as the most formalized part of a Community Center umbrella. This concept not only supports the direct casework of NYRC staff, but enables the provision of an impressive range of additional educational, social and recreational activities for both NYRC clients and other neighborhood youth. As part of a neighborhood-based facility, NYRC is readily accessible to congregating youth. Since the project is committed to providing services when youth and their parents are in need of them, the Center is open over 13 hours a day, as well as weekends and holidays.

NYRC's target area comprises much of the city's 9th and 23rd police districts, an area of approximately 70 square blocks. Like most urban ghettoes, it is characterized by high unemployment, single-

parent families, and gang warfare. The arrest figures for youth in North Philadelphia are double those for the city as a whole. Deaths related to gang fights are not uncommon. Even those youth not yet engaged in delinquent behavior often suffer from substandard learning skills, poor medical care, or live in inadequate housing arrangements.

NYRC's target population is approximately 4,000 youth between the ages of 10 and 17. During 1973, the Center accepted 238 youngsters into its basic service program, all of whom were black or Puerto Rican and nearly all of whom were male. The basic service program is the formal program for providing direct services to clients. This direct service component is distinguished from the more informal referral and social and recreational services provided to hundreds of other youths who come into contact with the program through the "Community Center." Therefore, including recreation and day care services rendered, over a thousand youth were served in some way during the year.

2.3 Organizational Structure

NYRC has twenty-three (23) staff members; seventeen (17) full-time and six (6) regular part-time employees. The staff consists of:

- Project Director
- Two Youth Services Coordinators (YSW)
- Court Liaison Officer (CLO)
- Lawyer
- Psychiatric Social Worker
- Student Social Worker
- Six Community Resource Workers (CRW)
- Three Secretary/Clerics
- Janitor
- Three Community Resource Workers (CRW), part-time
- Two Area "Gang" Youth Workers, part-time.

A distinguishing feature of the project's organization is the use of purchase-of-service agreements. This arrangement greatly

facilitates the wide community role performed by the agency. Employees are paid either directly from the project's personnel funds or on a consultant basis through purchase-of-service contracts with other private or public agencies and departments throughout the city. (The Appendix of this Manual contains copies of these agreements.) For example, the Court Liaison Officer is under contract from the Court of Common Pleas, Family Division; the Area "Gang" Workers are under contract from the City Department of Public Welfare, Youth Conservation Service; the Attorney is under contract from the Defenders' Association of Philadelphia; and the Psychiatric Social Worker is under contract from the State Department of Welfare. These contract agreements make it possible for the program to provide highly specialized services to its clients. Similar arrangements are being negotiated to obtain the services of a sex education counselor, a family and group counselor, and two drug prevention counselors from other agencies in Philadelphia, as well as a police officer from the Philadelphia Police Department. The contract agreement arrangement, as opposed to direct staff recruitment and hiring, offers the distinct advantage of automatically creating solid linkages with crucial agencies and departments which support NYRC efforts. The Attorney, for example, came to NYRC with an intimate knowledge of juvenile court, probation, and available community legal services. Needless to say, she operates as an effective link between NYRC and the Defender's Office.

In addition, the project has a number of "supplemental" staff who work with the program clients at no cost to NYRC. These include: (1) A first year graduate student in social work who does two days of field work per week; (2) Two Assistant Community Resource Workers who work 30 hours a week under the auspices of the Philadelphia Department of Recreation, Model Cities "Roving Leaders" Program; (3) Two Youth Trainees, who work 20 hours per week under the auspices of the Department of Recreation's Model Cities Development Program; and (4) Four youths who work 15 hours per week under the auspices of the Neighborhood Youth Corps Program of the Philadelphia School District. The principal function of this corps of additional staff is to serve as an outreach arm of the agency. The "Roving Leaders" are particularly familiar with the Model Cities neighborhood and are youths who have close rapport with local groups.

NYRC has formalized the duties of each staff position in a set of job descriptions, copies of which are contained in the Appendix of this Manual. To summarize here, the *Court Liaison Officer* coordinates referral cases from the court to NYRC. He also counsels youth on probation and follows-up on cases to report back to the court on the youth's progress. The *Lawyer* provides legal counseling and defense for target youth and their families. Also, she is a key member of NYRC's "Diagnostic Team," which makes counseling and referral decisions. The *Psychiatric Social Worker*, also a member of the Diagnostic Team, plays a large role in the diagnosis and staff planning of treatment programs for youth. The *Student Social Worker* assists in program research and development and in the identification of specialized resources for unique cases. The *Community Resource Workers* are principally counselors. They carry an active caseload of no more than 25 youth, coordinate the delivery and follow-up of services from other agencies, and participate in the development of the treatment plan for each client. The *Area "Gang" Workers* deal strictly with the amelioration of gang conflict by spending the bulk of their time on the street "rapping" with gang youth. The *Program Consultant* is principally responsible for training, evaluation, supervision of records and client files, and supervision of evening staff, particularly the Community Resource Workers.

The *Youth Services Coordinators*--one a former Philadelphia police officer and the other, a veteran of OEO and civil rights work--and the *Project Director* work closely as a team in their responsibility for the delivery of quality services to clients and their families. They participate in the development of service plans, monitor the appropriateness of referrals, and coordinate the resources of other agencies and potential new resources for the program. These staff members share the responsibility for hiring, training, and supervising staff and the day-to-day functions of the program. Since NYRC offers a broad range of services to clients, facilitating cooperation among the various components of the program is a crucial responsibility of the Director and Youth Services Coordinators.

A community-based staff has been considered crucial to the success of NYRC. The project director, Richard Cox, and one of the present Youth Services Coordinators, Carl Williams, have consistently encouraged the hiring of indigenous minorities--qualified individuals

who live in the community and know the problems of its youth. The result is a committed and credible staff at every level. While the director's energies are, in large part, devoted to serving as an administrator and funding-source liaison, virtually all other employees are engaged in serving the client.

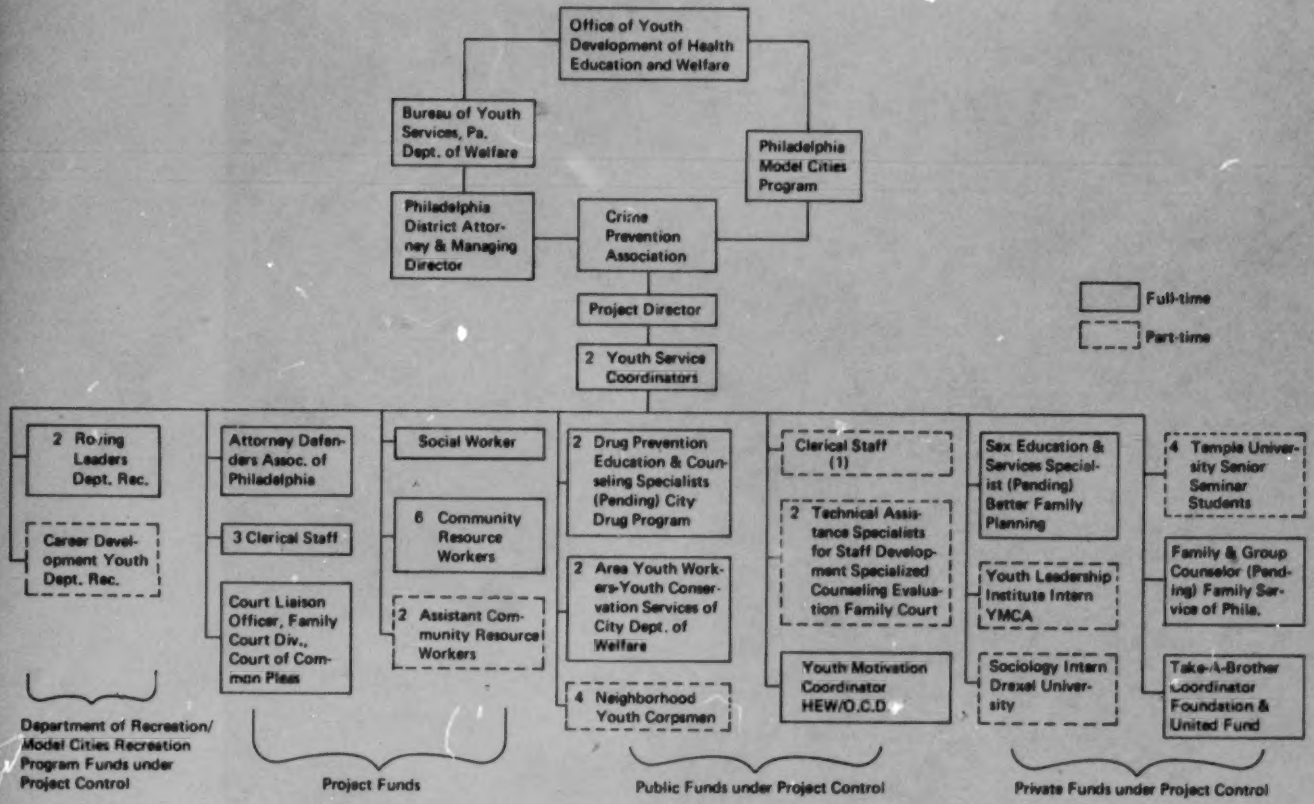
In order to provide a high quality of services to clients, while maintaining a realistic view of the clients' needs and the appropriateness of community services available, close staff coordination must be maintained. This is accomplished through the "team approach," whereby a client's needs are assessed by a number of different employees who advise the services coordinator in "staffing-up" the case. Not surprisingly, the "extended family" of specialists working on a problem may even include the project director, when the contribution of his expertise is useful. More detail on this "staff team" can be found in Chapter 4.4, The Staffing Plan.

The quality of NYRC's staff and the "service team" approach are critical to the project's success. First, the hiring of indigenous personnel means that the Program enjoys community credibility. The fact that many of the staff grew up in the target area and, indeed, may once have engaged in delinquent behavior, makes them especially suited to understand the problems faced by clients. This also means that the Center is able to handle youth with a serious history of criminal behavior, not just those who are considered "delinquency-prone."

Because the Center's mandate is to provide *direct* services as well as referrals,the staff is stimulated to take a deep and long-term interest in the youngster. This generates client trust. Moreover, since the youth may draw on the expertise of many staff, he or she is encouraged to feel like a "member" of the service-delivery team. The client's expectation of success is further nourished by the possibility that he or she may participate in the Center's policy-making in an advisory role or paid staff position.

Figure 2.1 shows the organizational structure of NYRC and its relationship to sponsoring agencies. As can be noted, NYRC is in a unique position to secure access to a variety of services in the community. The organization of the project facilitates both

Figure 1
NYRC/YSC ORGANIZATION CHART


Office of Youth Development of Health Education and Welfare
Bureau of Youth Services, Pa. Dept. of Welfare
Philadelphia Model Cities Program
Philadelphia District Attorney & Managing Director
Crime Prevention Association
Project Director
2 Youth Service Coordinators
Full-time
Part-time
2 Roving Leaders Dept. Rec.
Career Development Youth Dept. Rec.
Attorney Defenders Assoc. of Philadelphia
3 Clerical Staff
Court Liaison Officer, Family Court Div., Court of Common Pleas
Social Worker
6 Community Resource Workers
2 Assistant Community Resource Workers
2 Drug Prevention Education & Counseling Specialists (Pending) City Drug Program
2 Area Youth Workers-Youth Conservation Services of City Dept. of Welfare
4 Neighborhood Youth Corpsmen
Clerical Staff (1)
2 Technical Assistance Specialists for Staff Development Specialized Counseling Evaluation Family Court
Youth Motivation Coordinator HEW/O.C.D.
Sex Education & Services Specialist (Pending) Better Family Planning
Youth Leadership Institute Intern YMCA
Sociology Intern Drexel University
4 Temple University Senior Seminar Students
Family & Group Counselor (Pending) Family Service of Phila.
Take-A-Brother Coordinator Foundation & United Fund
Department of Recreation/ Model Cities Recreation Program Funds under Project Control
Project Funds
Public Funds under Project Control
Private Funds under Project Control

the continuing effort to develop new services and improve existing services and the need to carefully coordinate and monitor the complex service delivery network.

Purchase-of-service agreements reached with several city agencies mean that NYRC staff bear a manageable workload and can rely on the assistance of specialists in dealing with problem situations when they arise. In a statement before the Philadelphia City Council the Director, Richard Cox, confirmed the importance of bringing together in one agency qualified people from the community with diverse training and experience. *"The First thing that we have learned is that the kind of project which will meet the needs of youth, must have in it a variety of staff . . . bringing together the resources of their respective agencies without jurisdictional disputes but unified in the singular goal of servicing youth."*

CHAPTER 3: REFERRAL SOURCES AND DIVERSION PROCEDURES

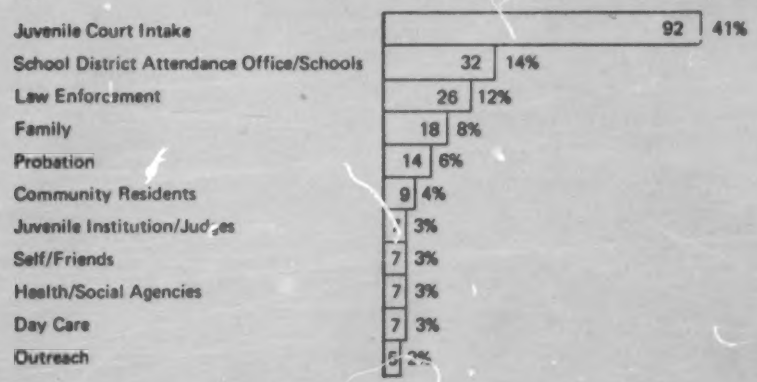
CHAPTER 3: REFERRAL SOURCES AND DIVERSION PROCEDURES

3.1 Referral Sources

The bulk of formal referrals to NYRC come from the schools, police, or the courts. In addition, the accessibility of the neighborhood "community center" and its attachment to the R.W. Brown Boys' Club--coupled with the visibility of the NYRC staff on the street--promote both walk-in self-referrals and referrals resulting from informal street contact. *Also, NYRC's broad range of interagency relationships has tended to stimulate referrals from a number of public and private, community and city-wide agencies such as YMCA-YWCA, neighborhood centers, Youth Development Centers, and Youth Study Centers.*

Sources for referrals in 1973 are depicted in Figure 2 below. Procedures for eliciting referrals from the agency's three primary client sources are described in subsequent sections. It should be noted, however, that the following bar graph only includes youths who are formally accepted as NYRC clients and, as such, receive the direct services of the program. There are considerably more youth who are self-referred or walk-ins who receive short-term assistance, referral services, or participate solely in recreational or cultural activities sponsored by the Community Center. This latter group is not represented in the referral statistics for 1973.

Figure 2
SOURCES FOR REFERRALS IN 1973



3.2 Juvenile Court Intake

The Philadelphia Juvenile Court Branch of the Court of Common Pleas receives between 15,000 and 20,000 delinquency referrals per year. Approximately a third of these cases proceed through the completion of an adjudicatory and dispositional hearing. It is a crowded court, a somewhat chaotic court, and a court facing significant problems in seeking to cope with delinquency and neglect in a large city with vast ghetto areas while complying with the increasing legal requirements of juvenile courts.

Because the Juvenile Court is already overburdened, NYRC chose to purchase the full-time services of a juvenile court probation officer to provide the links it needs with the court, rather than relying upon court staff to provide it with information and referrals.

This juvenile court probation "liaison officer" regularly brings to the NYRC the names and addresses of target area youth referred to the court, and those involved in various court processes. Such information forms the basis for a letter from NYRC to the youth and his parents offering their services. The fact that the liaison officer is still technically a juvenile court probation officer has given the agency access to potential referrals, and has seemingly overridden juvenile court concerns regarding confidentiality of record information.

Needless to say, the role of this officer--to obtain information and deliver it to NYRC--is limited and does require the expenditure of project funds. Nevertheless, the procedure provides the project with a guarantee that the information will be retrieved and delivered each day; an assurance critical to the project's outreach efforts.

Ideally, of course, the court would take the initiative in referring cases to NYRC, including youngsters who might otherwise penetrate even further into the juvenile justice system. Again, however, since the direct participation of the court is not yet an alternative accessible to NYRC, the current arrangement offers an effec-

tive first step twoards the more deliberate use of the agency by the juvenile court.

A further aspect of NYRC's interface with the court is its association with Philadelphia's public defender agency. By contractual agreement with the Defenders Association of Philadelphia, NYRC has the services of a full-time attorney, housed in its offices, to represent its youth. The services provided by this attorney are detailed in Chapter 5: Direct Services.

3.3 School District Attendance Office and Cooperating Schools

NYRC has established relationships with the three high schools and one junior high school in the target area. School counseling programs or the District Attendance Office first refer truants and disruptive students to NYRC, rather than to the police. Truancy may be the result of many factors, including peer group pressure, substandard reading skills, or lack of the proper environment in which to do homework. Since the Center has the capacity not only to assess the reasons for a child's poor attendance record but also to initiate suitable remedial action, it has been supported by all interested institutions.

In addition to truancy referrals, other youth experiencing or provoking school difficulties are referred to NYRC, sometimes in the midst of a confrontation which may require NYRC staff and parents to meet on the scene to alleviate the immediate problem. Moreover, NYRC gang workers are present each day at certain tension-ridden secondary schools, and are available on call to prevent or intervene in crisis situations.

For more serious matters, such as attacks, significant vandalism, or thefts, NYRC staff contact the parents, have NYRC's attorney call the police station for facts, go to the station, and seek to persuade diversion to NYRC. NYRC staff sometimes try to initiate the persuasion effort at juvenile court intake with police-referred youth, and on occasion have been able to arrange restitution to the victim as well as diversion for the juvenile.

3.4 Law Enforcement Referrals

Although NYRC's relationships with Senior Department personnel have not been without conflict, the police juvenile officers who work from District police stations have cooperated with NYRC in referring cases to the Center both before and after arrest. These officers provide monthly information to NYRC concerning youngsters apprehended but not referred to court. NYRC then contacts the parents of each child by letter, offering agency services, and initiating a home visit to the families of those youngsters appearing more than once on these lists. While these juveniles have technically exited from the juvenile system, without project intervention some of them may be candidates for future formal processing.

NYRC staff meet annually with all juvenile police officers assigned to the target area. The development of these relationships is of tremendous value to NYRC in permitting agency staff to assume an advocacy role at the police station after a juvenile pick-up. When staff learn of a target area youth who is in custody at the district police station, they may report to the station with a parent, and sometimes an agency public defender, to urge the release of the juvenile to the project.

As yet, no direct referrals are voluntarily made by city law enforcement officials. Although it would certainly be desirable to see negotiated agreements with the police which would provide for direct referral to NYRC as an alternative to discharge or court referral, the amount of coordination currently possible is still satisfactory. One alternative solution to the complete link with law enforcement personnel is currently being explored by NYRC. The program hopes to secure a purchase-of-service agreement with the police department for one officer. The officer would play an effective role in educating other police about the program (thereby increasing referral, adding credibility to the program from the perspective of the juvenile justice system, and working to ameliorate the often counter-productive perspective of youths about law enforcement officials).

CHAPTER 4: INTAKE, ASSESSMENT AND TERMINATION PROCEDURES

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CHAPTER 4: INTAKE, ASSESSMENT AND TERMINATION PROCEDURES

4.1 Selection Criteria

The intake function is governed by a careful set of procedures which attempt to ensure the selection of appropriate clients and the beginning of a sound client-agency relationship. Since NYRC is not adequately staffed to work with all the youths referred to them, a set of screening criteria, which reflect what the agency does best and what they alone can provide, are applied in selecting target youth. *This screening function does not apply, however, to those referrals from police and courts which have special status and are automatically accepted by the agency.*

The first criterion for selection is the *responsiveness of the youth and/or the parents*, i.e. does the youth acknowledge a problem, evidence a willingness to work on it, and do the resources of NYRC match the needs of the youth. The inclusion of parents in this decision reflects NYRC's developing approach toward working with the extended client--not isolating a youth during a treatment period from the social structure that is paramount during his or her growth period.

The second criterion is the *seriousness of the problem*. This is a translation of NYRC's commitment to deal with troubled youth--those who already have had police contact in serious matters or those whose behavior patterns are disposed in that direction. NYRC feels that the youths they deal with do not have alternative service options in the community, whereas youths who have been involved in only minor delinquent activity can be directed to a broader range of services and assistance.

These criteria are applied to potential clients who are to become part of the ongoing caseload of NYRC for a six-to-twelve month period of service. An exception to these procedures are Immediate Need Intervention (INI) referrals. NYRC will respond to an

immediate crisis need with the understanding that its commitment ceases with the resolution of the immediate problem. Examples of INI cases are youths who are in need of temporary shelter, those who have been dismissed from school, or those who need immediate medical attention and do not have access to the appropriate services. In many situations, the alleviation of an immediate crisis may not, of course, resolve the problem which precipitated the crisis. In this type of case, NYRC works with the client in the resolution of a *specific* problem (e.g., high rate of truancy) for a period of one-to-three months.

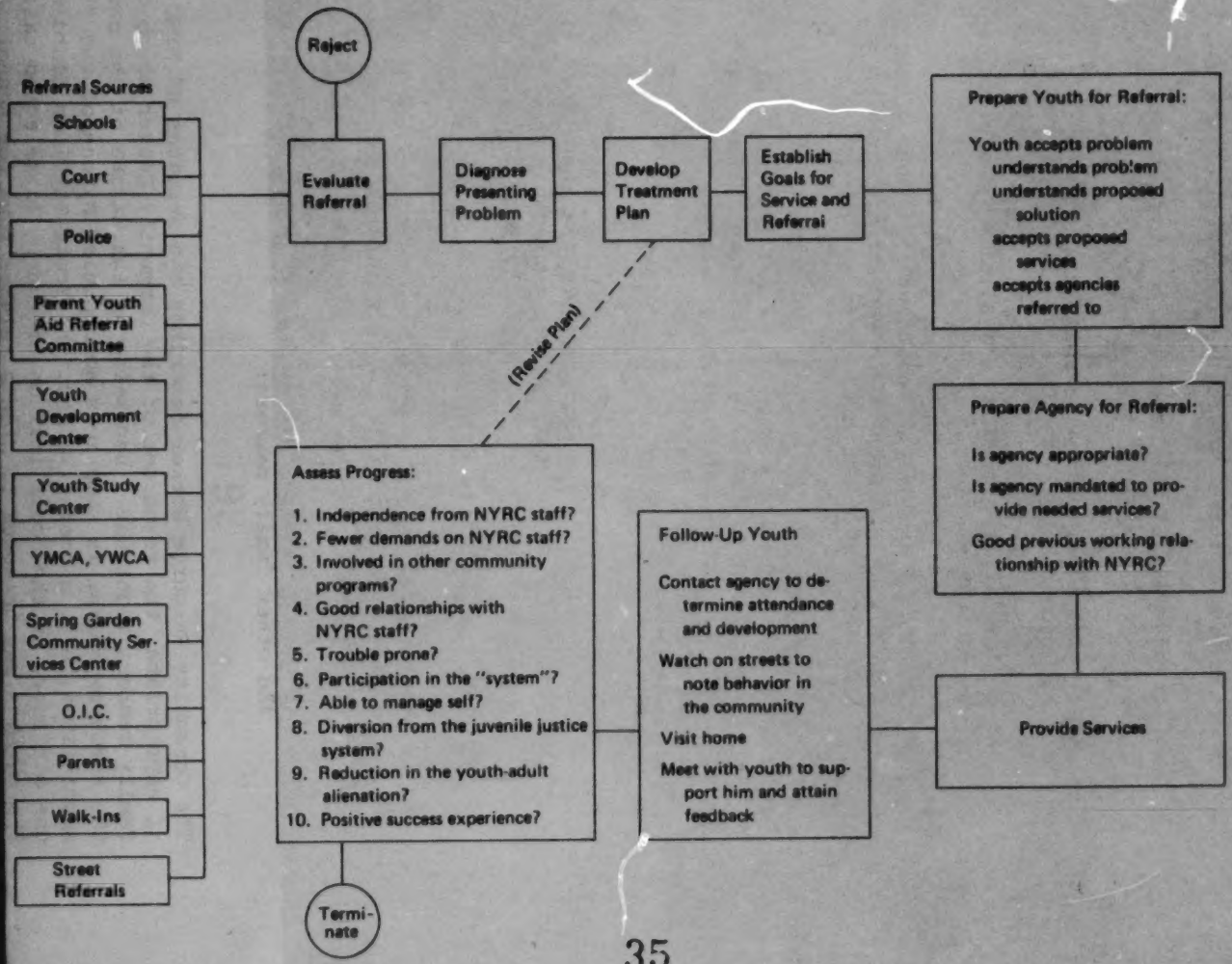
The Client Flow Chart (Figure 3) on the following page depicts the progress of a client in the NYRC system, and is complemented by the description of intake and assessment procedures and policies outlined below. *Before examining those procedures it is important to point out that the NYRC staff approach to clients is an approach supported by training (both an initial orientation and ongoing staff development) and the supervision of the middle management staff. Community Resource Workers, Roving Leaders and Gang Workers, and the staff members who have the most direct contact with clients, perform their tasks as street-knowledgeable professionals.* Because they are from the neighborhood and very often have themselves been "on the street" they are uniquely qualified to make contact and establish rapport, and they are trained to make each contact meaningful. Informal rap sessions with a youth are directed to a specific purpose.

All staff contacts with a client are written up following an NYRC precept that "if it isn't recorded, it never happened." NYRC staff are professionally-trained interviewers, a fact that is reflected in the quality of contact records written up on each client. Staff training procedures are discussed further in Chapter 7. Other dimensions of the staff approach are noted in the following description of intake operations.

4.2 Intake Procedures

Upon referral to NYRC the *initial interview* is conducted at the Center by the assigned Community Resource Worker, even in those cases where significant initial contact occurred in the field.

Figure 3
NYRC CLIENT FLOW CHART



The interview is directed toward the following objectives:

- to make an initial assessment of the youth's problem and his/her attitude toward it;
- to elicit personal and family history and background;
- to describe the resources available to a client at or through NYRC; and
- to develop an initial "contract" with the youth regarding his readiness to work on the problem and NYRC's role in that effort.

The information-gathering component of the initial interview is guided by the format of the Initial Assessment Form, which the Resource worker is required to write up within 48 hours of the initial interview and/or the first home visit. (NYRC's major client forms are included in the Appendix.)

In conformity with NYRC's policy of involving the client's family whenever possible, the Resource Worker conducts a *home visit* during the intake stage. The goals of the home visit are threefold:

- to gain support from the parents and/or siblings;
- to broaden the information base on the client and family and corroborate certain information provided by the youth; and
- to observe the interaction of the youth with parents and other family members.

The Community Resource Worker describes the services of NYRC and, if appropriate, the resources of the Community Center which other family members might use. Depending on the nature of the case the Resource Worker is sometimes accompanied by one of the staff specialists, e.g. a social worker, the Youth Services Coordinator, the attorney, or the court liaison officer. In selected cases, the parents may be asked to sign a release form for school information.

4.3 Initial Assessment Report

Within 48 hours of the initial interview or the first home contact, the assigned Community Resource Worker is required to write up and submit to the Youth Services Coordinator an *Initial Assessment Report* which summarizes information and states the Resource Worker's recommended plan of action. At this point in the intake process, the referred youth has not been accepted as an NYRC client. The Community Resource Worker is expected to report the facts on the youth and his family objectively in order to assist in the screening process.

The Initial Assessment Report is important not only to the screening function but also to the development of a service strategy for those youths who are accepted as clients. It is the instrument which extends knowledge of the youth to other agency staff members who participate in the enrollment decision, and who later may be involved in providing direct assistance. The types of information recorded in this report include:

A. Family History

(1) Family composition
(2) Parents' version of youth's behavior
(3) Knowledge of child's activities and companions
(4) Parents' relationship to each other and to the youth
(5) Brother and sister relationships
(6) Home environment and family economic situation
(7) Enrichment aspects of home life
(8) Deterrent factors (those influences which may discourage or prevent the parent(s) or youth from acting in their own or the community's best interest) and corrective strategies.

B. Youth's History

(1) Who disciplines the youth
(2) Who supervises the youth and what are his reactions to supervision
(3) Youth's attitude toward authority figures
(4) Youth's version of behavior activities and feelings.

C. School Information

(1) Name of school and counselor
(2) Book number, attendance pattern and school-related behavior
(3) Academic performance

D. Youth's Problem

(1) Problem for which he was referred
(2) Drug use history
(3) Gang affiliation
(4) Police/court record.

Much of the information taken at the initial interview is sketchy and open to challenge, but it does serve as a basis for a sound assessment of the youth as he relates his problem to a potential outside helper. If the youth is accepted as an NYRC client, this information base will be expanded, and where necessary, corrected in subsequent interviews leading to the development of a treatment plan. The review of the assessment and decisions regarding the specific service plan are made at the first formal inner-staff planning meeting on the case. This takes place within one week to one month of assessment, depending on the legal, social or psychological complications of the case.

After the Resource Worker has recorded the youth's personal and family background and described the youth's problem behavior, he develops a *set of recommendations aimed at assistance*. He may recommend that the youth be directed to another agency because his problems and needs do not fit NYRC's resources. In cases where the client can be helped by NYRC the Resource Worker makes service suggestions. The following example illustrates some of the typical elements of the suggested plan.

Suggested Plan

(1) Assist the youth in pending court action disposition

(2) Reinforce positive achievements, i.e., school performance

(3) Redirect energies to more constructive activities--part-time employment outside the community

(4) Divert from his present gang affiliation.

After the Initial Assessment Report has been reviewed by the Youth Services Coordinator--and a staff team chosen on the basis of the case typology--a decision is made on acceptance to the NYRC active caseload.

4.4 The Staffing Plan

One of the key elements in the NYRC approach is the utilization of an interdisciplinary team in the diagnosis, servicing, referral, and evaluation of all clients. Typically the core team is convened to decide on the appropriateness of a given client, and the development of a service strategy. Following these initial conferences, the team continues to evaluate the progress of a youth in the program. The core team consists of the Community Resource Worker who has had most of the initial contact with the client, the Youth Services Coordinator, the social worker, and, on a need basis, the Project Attorney and the Court Liaison Officer.

The value of this approach, which focuses the experiences and talents of several professionals on a single client, is demonstrated through the flexible and responsive service provided to clients. A youth facing a court hearing will have not only expert representation in court but will have also the services of a trained counselor who can assist, for example, in planning the completion of a high school education.

The final step in the intake and assessment phase is the development of a *treatment plan* (service delivery strategy) and *roadmap* (a time-phased statement of specific goals to be achieved). NYRC terms this step "staffing up" a client, or the development of a staffing plan. The staffing plan for each NYRC client is formalized within one month of initial contact and the social worker is the team leader for drafting this plan. The Community Resource

Worker at intake is the advocate for the youth in the development of the staffing plan.

The staffing plan details NYRC's considered approach to the youth's problems. It specifies the services directed to assist the client and establishes a realistic timetable for the achievement of certain goals. The plan is specific and goal-oriented, and subject to revision at three month intervals. Goal-setting for clients is guided by the criteria of problem-orientation, realism and results. Further, goals are set for both long-range and short-term achievement. Examples of these types of goals might be:

Short-term:
- secure as soon as possible after-school employment
- have youth fitted for eyeglasses
- have youth enrolled in special reading remediation program at school

Long-range:
- arrange youth's re-entry to school, or his enrollment in GED course
- lessen present involvement with gang
- initiate youth's concern about post-school career development, and assist as needed.

Once the staffing plan and the roadmap have been drafted, they are reviewed by the NYRC team, the youth, and, where appropriate, the parents. *Agreement of these parties is developed prior to initiation of any service or referral action.* As the youth continues with NYRC, all contacts by Resource Workers or other staff members are directed to the goals set out in the staffing plan. As new information about the youth becomes available, it is recorded in the Personal History Report and incorporated into the staffing plan. This permits revision of the plan and its goals at regular intervals. Approximately one to three months after the youth has begun to work within the short-term goals of the plan, another inner-staff planning meeting is

convened. This review permits the adjustment of short-term goals or the clarification of the long-term goals to which the youth is working. Finally, approximately three months following the second inner-staff planning meeting, another review is held to determine possible termination, inactive status, or goal adjustment.

It should be emphasized that despite the fact that formal procedures do exist for assessment, development of the treatment plan, followup, and review, NYRC can, and will, call special staff planning meetings for individual cases. Although the following summarizes the steps in intake and assessment, special exceptions are often made since no case is ever typical or completely systematic:

(1) Identification of youth by Community Resource Worker, area "Gang" Youth Worker, or other NYRC field staff.

(2) Assessment by Community Resource Worker with youth, parents, other agency, program staff assistance.

(3) Preliminary draft of "roadmap" or service plan by Community Resource Worker.

(4) Inner-staff planning meeting to review assessment, service plan, and other recommendations for treatment.

(5) Inner-staff planning meeting to review progress on short-term goals; re-evaluation and focus on long-term goals.

(6) Inner-staff planning meeting to review progress on long-term goals; recommendations for exit.

(7) Exit interviews, contacts, and formalization of case into "inactive" or "termination" file.

The average length of stay on the "active" caseload is estimated at 50 to 60 weeks.

4.5 Termination

NYRC recognizes only one principal type of "termination" from the program: those individuals who have either moved permanently out of the city or those who have exceeded the age limit for eligibility as participants in the program. Technically, no other categories of youths are ever considered terminated from the program. Cases which have been terminated are stored in a "Dead File." Once a case has been placed in this file, it is assumed that the youth will not be re-enrolled in the program at any time in the future.

There are, however, cases which are considered "inactive." The important distinction between "termination" and "inactive" is that inactive cases are filed with the assumption that there may be possible re-enrollment sometime in the future. There are four principal conditions under which a case may be filed as inactive:

(1) When a youth has made suitable adjustment and does not, therefore, require the continued services of the project. However, because the youth is still "eligible" for services, and may require them at some future time, the case is filed inactive.

(2) When a youth is committed to an institution and the provisions of commitment may permit the youth to be the subject of services during that committal (if the youth desires) or the youth will still be eligible for services upon release.

(3) When a youth has been suitably and successfully referred to another agency which, upon referral, assumes all service responsibilities, including follow-up. The youth is classified inactive under the assumption that services of the program continue to be available if the youth requires them at some future time.

(4) When a youth exhibits resistance to the NYRC program and refuses services, despite considerable

efforts to convince him otherwise. In this instance, the youth is classified inactive under the assumption that, through continued follow-up the youth may avail him(her)self of services sometime in the future.

When a case is reviewed for termination, placed in the "inactive" file, or normally reviewed for progress, a specific set of procedures is followed. Each case is reviewed within one week to a month of initial assessment through an inner-staff planning meeting. The decision for termination or inactive status may occur at any time after contact with a Community Resource Worker; be that initial street contact, completion of the entire service plan, or exceeding the age limit for eligibility. Initial recommendations for termination or inactive status must be made by the Community Resource Worker who was responsible for the case. At the time of a staff review of the case, which takes place approximately one to three months after the first case review (which focused on findings of assessment and the treatment plan), the Community Resource Worker will summarize the circumstances and justify the reasons for the recommendation. The staff team that reviews the cases typically consists of the Community Resource Worker, a Youth Services Coordinator, and, where appropriate, the attorney and court liaison officer. In certain circumstances, the psychiatric social worker will also attend. Once the staff team has reviewed the case, there must be unanimous support of the recommendation. If there is not unanimous support of the recommendation, the Community Resource Worker is responsible for following up on any problems or issues which forestalled unanimous support.

Once the staff team has agreed to termination or inactive status on a case, the case records and team recommendation are forwarded to the director. The director may either approve the decision or refer it back to the Community Resource Worker for additional attention before approval.

If a youth is to be terminated or placed on the inactive rolls regardless of the reasons, the project Assessment Team--which consists of the Community Resource Worker, the Youth Services Coordinator, the social worker, and if a probation case, the

lawyer and probation officer--conducts a conference with both the youth and his/her family. The main purpose of the conference is to review the youth's case--be it the successful completion of the service plan or a case of termination--with the parents and the youth so that all parties understand the circumstances of the decision. This conference is particularly crucial in cases where a youth has successfully accomplished short-term goals and is moving toward setting more long-term goals in conjunction with NYRC staff. In this instance, the youth and the parents have the opportunity to review progress to date and to discuss the future relationship of the youth with NYRC.

Following the conference with the youth and the parents, the social worker is required to prepare a summary, which is inserted into the youth's file. If the conference resulted in a termination or placement in the inactive file, the director (or, in cases referred from the court, the Court Liaison Officer) writes to the referral agency and others involved in the youth's case to notify them of the change in status. Cases may only be reactivated by the Youth Services Coordinator upon recommendation of the Community Resource Worker assigned to the case. It is important to point out, however, that many youths continue to receive supplementary NYRC services (cultural and recreational) despite their formal "inactive" status, because of NYRC's affiliation with the Community Center.

From the perspective of the youth, and to some degree the program, placement in the inactive file is a tremendous sign of success when that placement is made because the youth achieves suitable adjustment and satisfactorily completes the short-term and long-term goals of the service plan. A truly "successful" case would be one in which the youth completed the service plan, was placed in the inactive file, required no subsequent direct services, and was terminated some time later simply because the age limit no longer made the youth eligible for services. The obvious hope is that the youth will not require additional intensive direct services at any time in the future, because he or she has reached total independence.

CHAPTER 5: DIRECT SERVICES

CHAPTER 5: DIRECT SERVICES

5.1 General Strategy

Direct services to clients are a primary goal and an integral component of the NYRC system. The decision to provide intensive casework and related services to clients was based on the needs of youths in the neighborhood and the service gaps identified by NYRC. Services provided at NYRC are not available elsewhere within the target area.

The NYRC program operates under an umbrella of services known as the "Community Center." Within this concept of a total "family of service," NYRC operates two principal components: (1) Direct services to youth who are considered on the "active" caseload; and (2) Coordination of other services to youths who are either "inactive" cases or who simply live within the target area. Within the Community Center concept there are several programs which operate simultaneously. Youth may actively participate in one or any combination of these services, and may coincidently be on the caseload of one of the Community Resource Workers of NYRC.

Figure 4 on the following page illustrates both the referral sources and the possible range of services an NYRC client may receive.

The Community Center concept is divided into the Senior, Junior, and Day Care Units. Apart from a Senior Citizens Program which is also available through the Community Center, the Senior (Adult) Division offers programs for those 16 years of age and older; the Junior Division for youths ages 6-15; and the Day Care Unit for youths ages 4 through 5. These supportive programs take place both during the days and in the evening when most youths are out of school.

NYRC operates within the milieu of services provided by the Community Center. Although the program concentrates on providing direct services, it also plays a crucial role in the coordination

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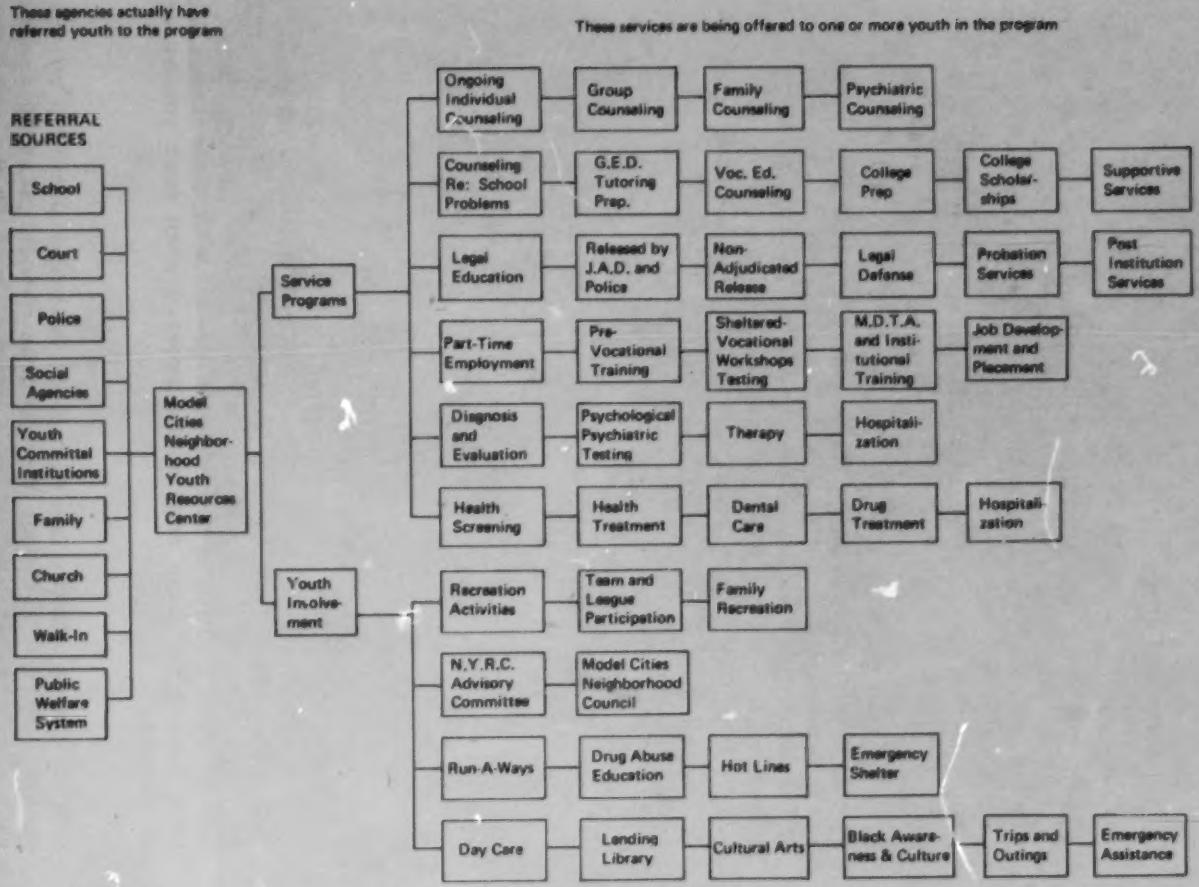
Figure 4
REFERRAL SOURCES



of ancillary services. The Appendix of this Manual contains lists of the agencies currently cooperating with NYRC (see p. 91).

The direct services strategy of NYRC contains two salient elements. First, services are available, and are provided, not just to the youth (who is the client) but also to other members of his family. This strategy is implemented and supported through NYRC's organizational affiliation with the CPA-sponsored R.W. Brown Boys' Club which provides a variety of services to school-age children (day care), junior youth, senior youth, and senior citizens. Secondly, NYRC is responsive to the articulated service needs of the youths enrolled in the project. If a group of youths ask for a counseling session on sex education (and a check reveals that this is not offered by the school), the agency will set it up. NYRC itself provides services to youths who are not clients in other recreational, cultural, and transportation programs. Most importantly, however, NYRC is flexible in providing services as needs emerge. For example, a drug counseling group or a legal education class will be formed when youths request it.

The major program components of NYRC are:

(1) Counseling and Referral;

(2) Gang Work;

(3) Employment;

(4) Tutoring;

(5) Cultural and Recreational Activities;

(6) Legal and Probation Counseling; and

(7) Housing and other community-based social services.

A brief description of these service components, and examples of specific programs implemented by NYRC, follow.

5.2 Counseling and Referral

Counseling and referral is the major NYRC service component and consists of diagnosis and evaluation, counseling (psychological, vocational, educational, group), and social casework. Certain

features of this unique ongoing counseling approach require special elaboration.

Because NYRC has elected to work intensively with its clients and their families, and, either directly or by referral, provide a wide range of services, its counseling program is varied. Whether a youth is on referral status or is being directly serviced by NYRC, he receives the ongoing counseling support of the Resource Worker assigned to him. The Resource Worker carries a maximum caseload of twenty-five youths, is required to make contact and review each case weekly, and provides intensive and responsive support. In addition, the attorney, Court Liaison Officer, and psychiatric social worker are available for individual counseling as needed.

The ongoing counseling is part of the follow-up and assessment conducted for each NYRC client (either referred or directly serviced). In addition to the quarterly review of the treatment plan, a formal re-evaluation of the status of each client is performed at regular intervals. This re-evaluation focuses on the treatment received and the response of the client in terms of the following questions:

(1) What degree of independence has been developed?

(2) Does the client make more or fewer demands of NYRC staff?

(3) Is the youth involved in CPA's or another agency's social, recreational, or educational programs?

(4) How does the youth relate to NYRC staff, and how do they perceive him?

(5) Is the client more or less "trouble prone"?

(6) Does the system "deliver" for him or is the youth operating outside of it?

(7) Has there been diversion from the juvenile justice system at one or more points?

(8) Has there been a reduction in youth-adult alienation?

(9) Have there been any significant changes within the youth's family, and does he interact more positively in this context?

(10) Has the youth had any positive success experiences?

The answers to these questions and the evidence to support them, are most often provided by the Community Resource Worker assigned (or in certain cases, another NYRC staff member) and a review of the youth's file which contains descriptions of all agency contacts and the status reports of any outside agencies involved.

NYRC also provides counseling services directed at specific needs which arise within the client population. At both an individual and group level it has provided counseling sessions in educational remediation and planning, vocational opportunities and career planning, sex education, drug use and abuse, and many others. NYRC staff have designed group counseling sessions, recruited and hired a counseling facilitator, and recruited youth to assist in the planning of the group sessions, which are conducted on a weekly basis. These sessions are monitored for attitudinal and behavioral changes among the participants, as reflected in the PERF (performance reporting procedure to measure penetration rates into the criminal justice system) study and the Temple University study of self assessment. (For more detail on assessment, see Chapter 9, Evaluation.)

5.3 Gang Work

Gang Work is the primary responsibility of the two Area Youth "Gang" Workers who work full time with the gangs in the street. However, all NYRC staff, and in particular the Community Resource Workers, work toward the reduction of gang activity through the counseling of individual clients. Gang affiliation is recorded on all NYRC clients. The Area Youth Workers attempt to prevent major conflicts between rival gangs by their mediation interventions, and they seek to reduce the likelihood of gang participation by youth who have not yet joined. Because of their neighborhood affiliation and their skills, the Area Youth Workers are respected by the various gangs (who sometimes vie for their attention) and are able to move effectively among their members to "cool out" potential conflicts and refer individuals to the Center.

NYRC, in cooperation with the Department of Recreation, organizes athletic events--basketball games, pool tournaments, and football games--in which rival gangs compete with each other. These events have been conducted without serious conflict and with the aim of providing a structured and controlled setting for aggressive and competitive behaviors.

The Gang Workers also serve an important "outreach" function in maintaining contact with previous or current clients and in identifying and referring new clients to the program through the Community Resources Workers.

5.4 Employment

Employment is an important need in the lives of most NYRC clients. To this end, the agency has placed youth in jobs with the school district, private industry and other agencies. During one year the project obtained jobs for 147 youths, with the project staff developing the procedures for maintaining time records, completing payroll records, and evaluating the youth's work performance. The placement of a youth in a temporary job is less important to NYRC than developing awareness in the youth of a sense of "job future." Within this context, the Community Resource Worker supervises the youth's job performance toward the goal of establishing with the youth a sense of possible careers, based on interests, work habits, and skills.

For example, the Philadelphia School District, through their regular Outreach Program, provides 20 job slots--of the total 51 available--for NYRC youth. NYRC acts as a recruitment, screening, and placement bureau for youth who are not aware of opportunities or who otherwise might not be in a comfortable position to seek jobs on their own. The Temple University Personnel Department also makes 2 job slots available each summer for NYRC youth. The youths apply for the jobs, are oriented to job responsibilities and procedures, and are prepared for employment by NYRC staff. Each youth works 89 days for Temple University over the summer (number of days being restricted by union requirements). Finally, the Negro Trade Union Leadership Counsel also makes summer employment available for 65 NYRC youths. In most instances the School

and University jobs are limited to youths aged 15-17, and the Leadership Counsel Jobs are for youths 18 and older.

NYRC, beyond actually securing employment for youths, provides assistance to the older youths (18 and older) in how to apply to other agencies for jobs, how to prepare a "resume," how to act during the interviews, how to be well groomed for interviews, and general skills in seeking jobs in the area of the youth's interest. Although conducted on an informal basis, many youths have availed themselves of this service.

5.5 Tutoring

Tutoring is implemented by NYRC as a remedial service for target area youth (in the elementary school) who are experiencing serious academic difficulty. The program, supervised by one of the MSW graduate students at NYRC, utilizes junior high school youth in tutoring elementary children on a one-to-one basis.

However, tutoring is also available for any youth who may need it. In many instances the older youths will tutor the younger; the program librarian and other staff will tutor the older youths. The program also assists in getting GED instruction for older youths or their parents. The program refers youths or adults interested in obtaining a GED to a Temple University Program, churches who are offering GED programs, and to other GED programs as they are developed. The principal function of NYRC staff, however, is to follow up on those being referred out to these services to make certain that their attendance is regular, that they do not have any special problems in their study, and that the program meets the participants' expectations.

5.6 Cultural and Recreational

In general, cultural and recreational opportunities are limited for youth in the target area. In cooperation with the City Department of Recreation, and through agreement with a preparatory school in the area, NYRC has provided a wide variety of recreational activities such as swimming, basketball, pool, and

attendance at professional athletic events. A series of cultural awareness activities, ranging from classes to museum visits, have been conducted. These activities are open to all youth in the target area, not just NYRC clients.

The Real Experience to Alternatives in Living (REAL) Program provides a year "sabbatical" to approximately 14 youths. In this program, youths are given the opportunity to work in the Community Center's Day Care Program with younger youths, take courses at colleges, seek alternative jobs, and work with other youth in the NYRC chain of services. Each youth is provided a stipend of $100 a week to enable him to "get himself together" while providing services to other members of the NYRC community. The REAL experience provides youth with both cultural and recreational opportunities while affording them the chance to develop their own personal goals and ambitions. Services are available to females just as they are for males. Because of the nature of the population, however, NYRC intentionally gears itself towards the needs of the male youth group.

5.7 Legal and Probation Counseling

Legal and probation counseling is provided to NYRC clients by the lawyer and Court Liaison Officer. The lawyer provides legal counseling and court representation for NYRC youth, and conducts a legal education course on the fundamentals of criminal and civil law. The Court Liaison Officer counsels all target area youth who are on probation and provides feedback to the Court on their referrals. The attorney is also available to provide information to youth who seek to better understand the juvenile justice system.

To NYRC and its youth who are in need of legal services, the availability of Legal and Probation Counseling offers several advantages:

- NYRC clients have access to their own lawyer and do not have to go to the Defender's Office and wait excessive periods for a lawyer interview. Moreover, without NYRC assistance, juveniles seldom benefit from any continuity of representation. At a detention hearing, there may be one defender, at a pre-

trial hearing there may be another defender, at the adjudication hearing there may be a third defender. NYRC clients, on the other hand, are represented in all proceedings by the project's attorney.

- The NYRC defender sees herself as an employee of NYRC, a staff member who interacts daily with other staff members, coordinating her efforts with their efforts to aid the juvenile's adjustment.

- The NYRC defender, located in a public housing project within a poverty neighborhood, has intimate knowledge of the community and close working relationships with countless health and welfare agencies.

- NYRC staff are largely trusted by the youths and their parents. The defender is part of the staff, and these clients play fewer "games" with their lawyer.

- When legal advocacy results in a dismissal of a petition on technical grounds, the youth's relationship with NYRC is such that he is interested in continuing to receive its social and related services.

- The defender, concerned with the whole youth and the parents, can provide a wider range of legal information, and to a degree limited only by other demands, fulfill a legal education role in the neighborhood.

In court, the defender obtains the pre-trial hearing list, identifies target area youth, interviews them, offers agency services, and will represent the bulk of these youngsters at this and any subsequent hearings. She carries her cases into trial, disposition, and beyond. For clients committed to delinquency institutions by the court, she requests and generally receives monthly institutional reports.

Since NYRC staff are also active with committed youth, when NYRC staff consider the individual ready for release (and the institution disagrees) the defender may petition the committing judge to obtain a hearing to consider release. A statute requires a judicial review and hearing for each committed youth after a one year period.

The defender has been able to advance such hearing dates and obtain earlier release.

When the attorney is unable to be present at a detention or other hearing, regular public defenders will represent target area youth and then refer these youths to NYRC's attorney. In representing nearly all of the target area youths who receive some form of judicial consideration, the defender has more case responsibility than she can effectively handle. Consequently, the project is considering the employment of a second attorney or legal assistant.

5.8 Housing

Housing services are sought through the Housing Authority. The procedures NYRC uses in obtaining these services are not different than what the ordinary citizen would do. However, the visibility of the program and the fact that it is "organized" seem to help more people obtain housing aid than would ordinarily secure it on their own.

In addition, NYRC often negotiates other community-based services for its clients. The fact that a variety of social services are available in the area seems to have very little relationship to the number of people in the target area who take advantage of these services. Many people are neither aware of these services nor able to deal effectively with the systems available for getting them. Therefore, NYRC often acts as a "go-between" for clients who need services and require assistance in working with the appropriate social welfare agencies.

5.9 Other Services

In addition to the major service categories described above, NYRC provides day care for school-age children and has recently begun to provide information services to youth in need of special services. For example, day care is provided for all youths aged 6-13. The youths are provided breakfast, lunch, snacks, and evening activities to fill their before and after school hours.

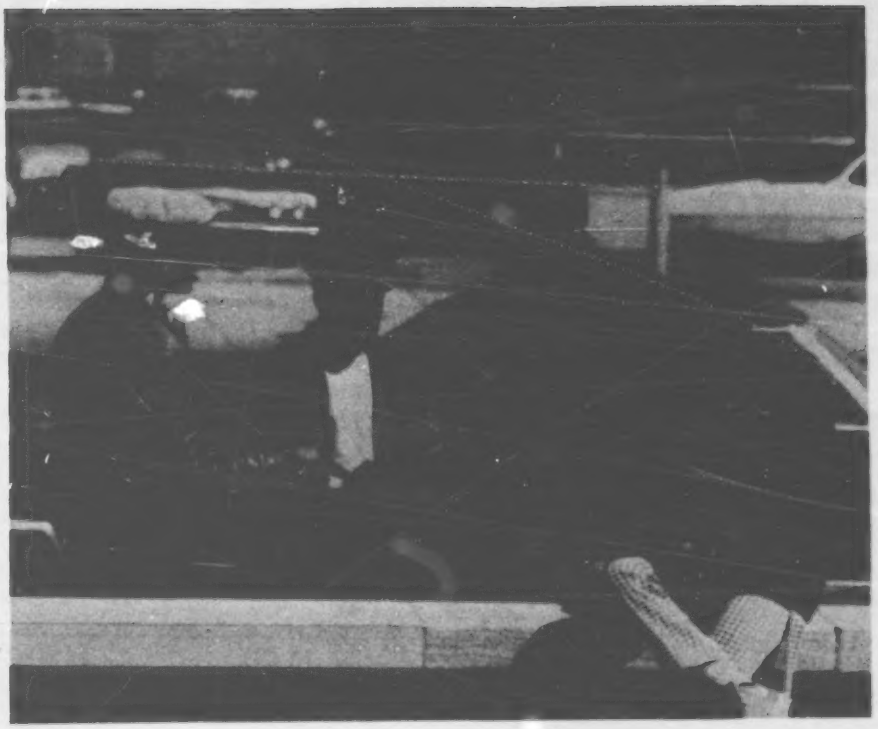
Working closely with the day care program are the Take-A-Brother (Sister) Program and the REAL program.

The Take-A-Brother and Take-A-Sister Program operates on the "Big Brother" concept in many other localities throughout the country. The distinction, however, is that it also involves female youths. The younger members of the "couples" are all youths who are on NYRC's regular caseload. In many instances, the older brother or sister may have at one time received direct NYRC services. The program, supervised by the Project Director and the Community Resource Workers, provides outings, recreational activities, cultural activities, and a forum for 16 "couples" to work together as a family. The younger youths are usually between the ages of 10-13; the older youths are usually over 18 years of age.

The other services coordinated by NYRC often function as separate activities from the core direct service role of NYRC. These activities, however, serve to build trust, rapport, and communication between NYRC staff and target youth. The field trips to plays, parks and museums and the informal group "rap" sessions often are catalytic in getting target youth interested in the direct services of NYRC. Participation in ancillary activities encourage commitment to becoming a part of the NYRC effort to help youths seek productive alternatives to street activities.

NYRC's service policies are not based on rigid eligibility criteria. No youth is ever totally denied services, and "youth" may refer to those who are 18 years and older. Older youths, however, are not in the direct NYRC service program. They are a part of the Community Center Concept and therefore part of NYRC's indirect responsibility to target area residents. Many of the older youths are brought in for organized basketball leagues, social events, cultural and recreation events. The main goal is to provide as many alternatives as possible. The Community Center concept is also another way of identifying youths who may be in need of services, working with them to accept services and become a part of the formal NYRC program, and getting them to influence their peers in finding more productive and positive uses of their time.

CHAPTER 6: REFERRAL SERVICES



CHAPTER 6: REFERRAL SERVICES

6.1 Inter - Agency Development

During its planning and start-up phase NYRC conducted a systematic survey of services and resources available to youth in the community and in the city at-large. The survey was meant to assist in the achievement of the Model Cities' objective of developing "a wide range of well coordinated youth supportive services at the neighborhood level, including legal, medical, psychological counseling as well as special services in education, employment, recreation and cultural development." According to plan, certain of these services would be available at NYRC, while others would be available at other agencies with which NYRC would coordinate.

The survey accomplished two principal objectives which later proved critical to the success of NYRC:

(a) identification of service gaps in the youth-serving and youth supportive systems to assist in the formulation of a plan for core services which NYRC would provide, and

(b) the initial development of inter-agency relationships which would develop into ongoing relationships of mutual respect and understanding.

At about the same time in the planning stage, NYRC staff met with various officials of public and private agencies who would be important to the developing service coordination role of the project. The officials involved included the Commissioner of Police and the Inspector of the Juvenile Aid Division; the Chief Deputy Administrator of the Family Court Division; the Commissioner of the City Department of Welfare and the Deputy Commissioner responsible for Youth Conservation Services; the Director of the Defenders Association; the Superintendent of Public Schools; the Deputy Director of the Commission on Human Relations; and, the Commissioner of the City Department of

Recreation. Meetings with these officials focused on the issues of NYRC program design, interagency support, and cooperation.

After initial interagency development, NYRC continued to strengthen its relationships with other agencies by implementing a series of formal steps directed towards the development of a resources network for clients. Through a directive from the Model Cities' Administrator, all Model Cities programs would give priority treatment to NYRC clients. These programs include: College Placement and Supportive Services, Community Information Center, the Drug Abuse Project, Comprehensive Family Health Services, and others. By exchange of letters of understanding, some 190 agencies pledged cooperation and program services to NYRC. In addition to all the agencies which have exchanged letters of agreement, an equal number have provided services or pledged to provide service after contact by an NYRC staff member. (A list of cooperating agencies appears in the Appendix.)

6.2 Referral Procedures

Almost all clients accepted by NYRC are referred to other agencies, but they are never terminated at the time of referral. NYRC retains client sponsorship and exercises its responsibilities through a system of careful monitoring of the referral agency's services and the progress of the client. Four key procecures are followed in initiating referrals to outside agencies.

(1) In order to maximize the impact of services rendered, NYRC *prepares a client for referral*. The client must be emotionally ready to receive the proposed services and must be able to overcome any barriers to accepting help in an unknown environment. The client is considered ready when he:

- acknowledges the problem;
- accepts as meaningful the proposed services to which he is being referred;
- understands what the proposed solution is;

- accepts both the primary agency and the one to which he is being referred.

This strategy is based on the notion that significant progress is achieved only when the youth acknowledges the problem and positively decides to work towards its resolution.

(2) Just as the agency prepares the client for referral it also *prepares the outside service agency*. The staff investigate the qualifications of agencies in order to determine which agency is best equipped to serve the youth, and whether its current service load will permit adequate attention to the new client. In most cases this investigation has already been conducted, and the results are on file. Thus, the only routine check is a determination of the agency's current caseload. Under the project's operating procedures, an agency may receive a client referral when NYRC is satisfied that:

- the agency is appropriate;
- the agency is mandated to perform the planned services;
- the agency and NYRC (or CPA) have a satisfactory prior working relationship.

Prior to the first visit by an NYRC client to an outside referral agency, the staff will meet with the agency's representative and provide a brief (verbal) summary of the youth's background and problem. Later, a written summary of recommendations is provided. A Community Resource Worker accompanies the client on his first visit to the outside agency in most instances.

(3) After referral NYRC, through a system of careful monitoring, *tracks the progress of the referred client* by maintaining regular contact with the youth and the staff of the referral agency. The assigned CRW will meet with the

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client on a regular basis in the home, on the street, or at the Center. The CRW will elicit specific information on the services being provided and make note of any problems the youth might be having with the agency. The CRW, in turn, meets directly with the agency staff person who is working with the client and gains information on the client's compliance with an appointment schedule, his progress or lack thereof, and the recommendations of the agency for continuing treatment. *This system of monitoring and follow-up after referral has been judged one of the most effective components of NYRC operations.* A number of elements contribute to its efficacy:

- During the planning stages CPA followed a conscious strategy of developing sound working relationships with agencies they later would need to call upon. CPA's established reputation in the city undoubtedly fostered mutual respect and a basis for collaborative service.

- While serving as advocates for their clients, NYRC does not threaten other agencies or institutions by arguing over professional turf or questioning agency responsiveness to the target area youth. NYRC acts as a change agent in promoting the efficient delivery of quality services to their clients.

- During a client's service period, NYRC maintains a close working relationship at the staff level. The assigned CRW works directly with the welfare caseworker or the mental health clinic therapist. In certain cases the staff person from another agency may actually participate in the "staffing" of an NYRC client.

- Other agencies understand and respect the unique role NYRC performs in the community; they respond to the careful preparation of NYRC clients prior to referral and the systematic follow-up after referral. NYRC provides feedback to agencies who refer youths to them, and they elicit the same from agencies that accept their referrals.

(4) NYRC maintains a regularly-updated file of all interagency contacts as a resource for youth services. The following information is recorded on each agency:

- name of the agency
- date of contact
- address and telephone number
- name and title of person contacted
- means of contact
- information obtained on services delivered by the agency
- resulting agreement, and
- the NYRC Project Director's signature.

The initial contact form is periodically validated and updated on the basis of subsequent agency contact forms filed by the CRW in regard to the treatment of specific clients. This interagency contact file provides staff with current information on the capabilities, performance, and commitments of youth-serving agencies throughout the neighborhood and the city.

CHAPTER 7: TRAINING AND PERSONNEL SYSTEMS

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CHAPTER 7: TRAINING AND PERSONNEL SYSTEMS

7.1 Staff Selection

Staff are selected on the basis of four principal criteria:

(1) Formal education, training, and/or relevant work experiences;

(2) Proven ability to communicate effectively with youth;

(3) Potential, as evidenced by attitude, motivation, and interests;

(4) Volunteer experience, particularly within the community.

The primary source for identifying potential new staff is the Crime Prevention Association (CPA), NYRC's parent agency. CPA maintains an information bank on all individuals seeking employment with agencies that CPA sponsors. CPA serves a useful function in providing preliminary screening for the requisite experience and skill requirements. In addition, each new job opening is posted at the Center. This procedure serves three critical functions: (1) it gives current NYRC staff the opportunity to consider the job for their own upward mobility and promotion; (2) it provides the chance for current "clients" of the program to consider possible employment with the program, particularly with entry-level positions; and (3) it insures that, through high visibility, the position will be filled by a "neighborhood person" whenever possible. In 1973, approximately 35% of the staff were indigenous to the area. Jobs are also advertised in the Model Cities neighborhood by posting at community centers and running ads in local newspapers. NYRC firmly believes that the selection and training of indigenous youth as staff members is one of the key aspects of operation. (Caution must be exercised, however, in instances where the candidate may have had prior professional contact with an NYRC

client in another capacity, creating problems in the confidentiality of information.)

In selecting candidates, NYRC places its greatest emphasis on experience, maturity, and leadership rather than on academic training and professional credentials. This orientation is necessarily consistent with the program's desire to draw heavily from the neighborhood and place individuals in an active role of creating a better environment in their own neighborhood. For example, the Community Resource Workers vary in pre-NYRC training and experience from high school drop-outs to post-college graduates. This mix encourages the up-grading of skills, the sharing of perspectives and knowledge, and motivation for upward mobility. The degree to which a person shows the ability or capacity to grow and expand skills is an important criterion for selection.

Lastly, candidates are selected for their ability to communicate effectively with youth. Without the capacity of being able to understand a youth's position, attitudes, and perspectives, program staff would be unable to identify the most appropriate treatment plan and motivate the youth to participate actively in helping himself.

Once a candidate has been identified as having the requisite experience and skills, the Project Director and the Youth Services Coordinator conduct an interview. In exceptional circumstances, other staff will also be asked to interview the candidate. Upon mutual agreement, the candidate is hired, given orientation training, and begins the "probation period" of on-the-job training.

7.2 Staff Training

The most significant indicator of NYRC's commitment to staff mobility, personal development, and the utilization of indigenous individuals to staff the program, is the effort and resources that go into providing training. The training provided by the program confirms the program's total orientation toward providing target area youth with quality counseling and service support. The uniqueness of NYRC's training effort does not rest

with the curriculum or courses, but rather with the organizational commitment of the program to providing staff with as many resources as possible.

Training at NYRC takes two forms: orientation training and on-going inservice training. All new staff members are provided with a three-week orientation program. The program concentrates on four principal areas:

(1) An extensive overview of the center's operations, project goals, procedures, personnel policies, and general staff responsibilities;

(2) Study materials which include written guidelines on the program's relationship with other agencies, the way in which contact is initiated and the procedures to be followed, and the role of NYRC, the client, the staff person, and the serving agency in the mutual serving of the individual;

(3) One full week devoted to skill development; and

(4) Observation and involvement with an experienced staff member.

Perhaps the two most important elements of this orientation training are the skill development and observation components. During the week of skills development, recruits are taught how to interview and assess a client, how to diagnose problems and identify the most pressing needs, how to write up an assessment of the client so that the appropriate mix of services can be identified, and how to work with the client during the stages of goal setting, referral, and provision of services. Training activities include "mock" preparation of Youth Assessment Forms, "mock" interviews followed by analysis and discussion of techniques, "self-assessments" to identify personal biases which may interfere with accurate assessments, and needs identification which may result in the development of additional special training modules. The project consultant takes principal responsibility for staff training. This individual, because of close involvement in the supervision of evening staff and program evaluation, is in a unique position to identify staff training needs. The two principal goals of skills training are: (1) the

development of "objective" assessment tools and (2) development of effective communication skills for working with youth, parents, and other staff and agencies. Additional emphasis is placed on the accuracy and completeness of data collection, since without good information, assessment and effective service delivery and referral will be less meaningful and possibly detrimental to the youth.

The observation and involvement phase of orientation usually takes about two weeks, although training activities do overlap. The recruit is directly supervised by the staff member assigned to him/her, and is assessed at each step in the "gradual participation" in tasks. This two week period is considered a "probation period." Theoretically, therefore, staff are not technically hired until they have proven their ability to apply skills, develop new skills, and demonstrate their potential to perform the job in the highest quality manner. Staff who do not perform well in specific areas during the probation period are given additional training support based on their needs. However, if the problem is greater than "single need gaps"--interviewing skills, for example--the staff member may be terminated.

Although orientation training is generally the same for all staff, the specialized skill training component will vary according to anticipated responsibilities. The Community Resource Workers all receive the same training, for example, but the Area "Gang" Workers (aside from the training they receive through their own agency) would receive special training relevant to the amelioration of gang conflict.

The second aspect of training is the on-going inservice training provided by the project. A regular evening staff meeting for all staff is held every other week for two hours. During this meeting, time is devoted to updating staff on administrative policies and procedures that have changed or are being instituted. The bulk of the time, however, is devoted to special training sessions. For example, each meeting concentrates on one special skill: interviewing techniques, report writing, contact with serving agencies, and communication with the client. The topics for these sessions are selected on the basis of the

staff trainer's (consultant) knowledge of current staff weaknesses, the need to develop in a new area of program service, or the need to address staff problems as they are identified in the field.

Another component of on-going training is the use of special outside resources. About eight times a year, NYRC organizes one to two-hour programs presented by specialists in the community. For example, a psychiatrist from the Community Health Center conducted a program on identifying and dealing with unique problems of clients. During these special sessions, staff may identify a lack of "experiential skill." In order to deal with this problem, staff make periodic visits to family court, the youth detention center, the juvenile division of court, the police department, and to other agencies or localities where their clients may have a great deal of contact. These field visits strengthen the staff member's ability to understand the client and the agencies and resources which may serve him at some time. In addition, staff retreats are sometimes held to increase staff sensitivity. The program encourages these sessions in response to the fear that staff do not become overly "regularized" or "institutionalized" in their jobs.

The inservice training program of NYRC also contains special provisions for staff release time. This release time is specifically available to permit staff the chance to participate in academic courses at a local college or university. Staff are encouraged to take courses in child development, counseling, adolescent behavior, and other areas which might assist them in performing better. Currently, about three-fourths of the staff are taking advantage of, or have taken advantage of, academic training. Participation in academic courses is made possible by both CPA and Model Cities. CPA often develops special courses in conjunction with local universities and offers these courses free-of-charge to NYRC staff. In addition, Model Cities will reimburse any NYRC staff member who successfully completes academic courses under their advanced education program.

Although seeking academic training is not a mandatory requirement of staff, the additional training does have implications for upward mobility and lateral mobility to other positions available in the program.

7.3 Staff Accountability and Client Confidentiality

Because NYRC does not have extensive written personnel policies, it became necessary to develop certain mechanical procedures which hold staff accountable for their activities; particularly with respect to the confidentiality of client information. Beyond simple procedures related to staff performance--attendance at meetings, working hours, compensatory and sick leave--the general work pattern is flexible and maintained principally by the staff member and his/her immediate supervisor. Although the flexibility permits staff the greatest opportunity for dealing responsively with immediate client needs--particularly in the case of crisis intervention--it requires careful uniform procedures for the handling of all records and forms which contain client data

The following summarizes some of the principal data collection instruments and the procedures for insuring the confidentiality of information. Copies of the most important program forms are contained in the Appendix of this manual.

(1) The School Record Request. All requests for school records must be signed by the parent. An original of the form must be presented to the school in order to permit access to the records by NYRC staff. Once the information is collected, it must be put immediately into the client's folder in the main files. The school information request is also used as a mechanism of substantiating parental commitment to assist NYRC in serving the youth. If information needs to be requested from another agency--Community Mental Health, for example--parents are asked to sign a similar waiver to have the information disclosed.

(2) Contact Record. Each youth's file contains a descriptive record of all contacts made on his behalf. This includes contact with the youth (or notes on the circumstances when contact was initiated but unsuccessful), contacts with parents, school or court contacts, and contacts with other agencies. Supervisors regularly monitor these files in order to insure that regular contact is being maintained with the

youth and that appropriate entries are being made. In addition, the program consultant often monitors these records in the course of program evaluation and attempts to isolate possible staff training needs.

(3) Individual Client Files. Individual files on each youth are kept in a locked file cabinet. These files are treated with the strictest confidence, and are not accessible to anyone other than supervisors. Staff may have access to the file only if the client in question is their responsibility. In most cases, this would be the Community Resource Worker. The individual files cannot be removed from the office without the written authorization of a Youth Services Coordinator or the Project Director. The only circumstance that would necessitate the removal of a file would be where reference information was needed for court purposes or agency staffing outside the center. NYRC evaluation records are not available to the court, although the legal strength of this safeguard of confidentiality has not been tested. The files are never mailed, and do not go out of the presence of the person to whom they have been assigned. Clerical staff do not have access to files and cannot read any client files. The typical client file contains information on planning action (known to the program as the "road map"), personal history, assessment information, school release data, school record, contact with other agencies regarding the youth, copies of correspondence, employment data, and other miscellaneous information which the project collected in the course of determining the best service plan for the client.

The principal procedure for supervising the activities of staff in their contact with clients and data collection is the Daily Activity Sheet. Reports from Area Youth "Gang" Workers and Community Resource Workers are required daily and must be completed within 24 hours. Regular monthly reports are also required from the social worker, attorney, and Court Liaison Officer.

Because assessments of a new client must be completed within 48 hours of initial contact, or of the first visit to the home, accountability is extremely important. Weekly projection forms which plan activities for each week, are required by the last day of the week preceding the plan. All Community Resource

Workers are required to submit the plan. The Supervisor may also request special reports, which are usually submitted within 24 hours. The weekly plan insures that staff carefully allocate their time and resources and guarantees that activities are organized, well-directed, and easily monitorable.

On a typical day, NYRC has a myriad of staff in the field working to assist clients. In order to hold staff accountable for their field time, they are required to complete a Sign-out Sheet when they leave the office, or know they will be out of the office. This form is maintained at the main desk. When staff are out of the office, they are required to call the center every two hours. This procedure guarantees accountability, insures that messages get relayed quickly and efficiently, and permits supervisors to know where their staff are at all times.

CHAPTER 8: PROJECT OPERATING COSTS

CHAPTER 8: PROJECT OPERATING COSTS

In the Fiscal Year 1972-1973, NYRC's third year program budget totalled $285,342. During this period, 1,027 youths were served. This yields an average per client cost of $277.84. 535 of these clients were enrolled in NYRC's direct service program, receiving project counseling, evaluation, and referral follow-up support. The balance of the clients--492 target area youths--were recipients of NYRC's vast network of informal referral or ancillary services, such as organized recreational or cultural service activity support.

Although exact figures on the per client cost differential between providing direct services and more informal services are not currently available, it is important to note that NYRC's direct service program clients are probably absorbing a higher proportion of project costs. This is not surprising since the project staff estimate that 60% of their time is expended on referrals and follow-up (which is exclusively for direct service clients), 20% is spent counseling (which may include a minority of informal service clients), and 20% is devoted to administration and paperwork (the bulk of which involves direct service clients). Thus, the average cost per direct service client is $533.35.

NYRC estimates that $853,402 is expended by public agencies, including both cash and services, on NYRC-referred clients. This figure includes the costs of services provided to NYRC clients by the Department of Public Works, the Welfare Department, and other public organizations who receive HEW, OCD, or project funds from Federal, state, or city resources. Therefore, in addition to providing direct services at the NYRC project, clients receive a vast array of services through the referral network utilized by the project. Average total cost per client (both direct and indirect) is $1109.

The following illustrates the breakdown in NYRC's budget for 1972-1973. The difference between the columns "Annual Salary" and "Federal Funds" represents the total public funding match secured to meet actual personnel costs, and to cover a short extension of the 1972-73 program prior to approval of the FY 1974 budget.

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Professional Labor	Annual Salary	Federal Funds
Project Director	$16,500	$12,375
Youth Services Coordinator[1]	14,500	10,875
Psychiatric Social Worker	12,000	9,000
Fringe Benefits @ 12%		3,870
Total Professional Labor		$36,120
Other Personnel		
6 Community Resource Workers	$ 9,000	$40,500
3 Community Resource Workers (part-time)	9,000	10,125
Executive Secretary	8,500	6,375
4 Clerk/Typists	6,200	19,530
Accountant	8,000	6,000
Secretary	8,000	6,000
Janitor	6,000	4,500
Clerk/Typist (part-time) (Legal Education Component)	6,200	-
Fringe Benefits* @ 12%		$ 11,163
Total Other Personnel		104,193
Total Personnel Costs		$140,313

[1] An additional YSC was added in the FY'74 budget, along with a Program Consultant.

* Fringe Benefits include Employer share of FICA, Workman's Compensation, and Group Health and Life Insurance.

Budget Summary

Personnel Costs	$140,313
Equipment	150
Consummable Supplies	750
Travel (Staff)	4,377
Consultants[1]	40,685
Other Expenses[2]	13,725
Total Costs	$200,000
Total Grantee Participation	85,342
Total Project Cost	$285,342

[1]Consultant Expenses include the Purchase-of-Service Agreements for an Attorney, the Court Liaison Officer, and services of two Area Youth "Gang" Workers, Part-time tutors and program leaders.

[2]Other Expenses include postage, printing, building insurance, telephone, equipment, office space, utilities, and purchase of case services (medical, dental, psychiatric, etc.).

The total project cost, excluding the additional private funds the project was able to secure, represents 70% Federal participation and 30% local grantee participation. The existence of local private funds reflects the project's ability to assume the weight of project funding at the local level.

CHAPTER 9: EVALUATION

CHAPTER 9: EVALUATION

9.1 NYRC Evaluation System

NYRC does not have a comprehensive evaluation system. However, as part of the requirements of the OYD/HEW grant, the project submits quarterly evaluation reports. These reports focus on objectives and actions to achieve those objectives, including estimated measures of completion and the cost of each action. The evaluation system generates information in the following areas:

- Intakes and Terminations;
- Referral Sources;
- Problems Presented by Youth;
- Situations of Youth at Intake;
- Services Provided; and
- Involvement with Justice System.

The project also attempts to keep track of the penetration rates for both police contact to court intake and court intake to court petition. This information is then compared with the same quarter of the previous fiscal year. The system is referred to as PERF--a performance reporting procedure designed to focus on youths who have contact with the justice system.

In terms of short-term assessment, a project consultant is responsible for daily monitoring of project files, Staff Daily Activity Sheets, Staff Weekly Forecasts, and individual client "Road Maps" to insure clients are receiving the services planned for them. The crucial evaluation of staff performance is done each time an inner-staff planning meeting is held. At this time, staff are held accountable for the amount of time they devoted to each client and the quality of each contact. This internal evaluation system enables the Director, the Youth Services Coordinator, and the project consultant to adjust staff procedures, modify administrative and supervision policy, and identify project weaknesses.

Client impact evaluations are conducted at intervals ranging from one month to a year. The project consultant conducts interviews -- using a standard questionnaire developed by the project--to obtain feedback from both clients and their parents. Two such formal evaluations have been conducted with samples of 65 families and 50 families, respectively. The consultant was able to collect information on the quantity and quality of services being provided to clients from their point of view. The questionnaire gathered basic demographic information (age, date of birth, address, school status, etc.), attempted to identify sources of referral to NYRC and quality of contact, explored questions of program accessibility, quality of staff, and probed for the possible impacts of NYRC on youth behavior, the community, and the family.

Because evaluation should be a crucial element of project operations and have the ability both to adjust weaknesses in the service delivery system and to assess overall project impact, additional attention to the need for evaluation and possible evaluation methodologies is provided in the remainder of this chapter.

9.2 Discussion of Evaluation Issues

The term "evaluation" refers to an activity which serves a number of purposes and may range over several levels of sophistication. Before presenting a model for the evaluation of NYRC-type projects, we provide a general discussion of evaluation issues to place the model in the proper perspective.

The overriding purpose of evaluation is primarily an economic one: limited resources require that some selective process be developed for deciding where to allocate those resources. This process--evaluation--may result in the optimal or near-optimal allocation of resources. However, evaluation also brings certain short-term benefits to the management of an activity (project or program). Knowledge of the results of a set of policies and procedures enables management to adjust if the results are disappointing or unfavorable. In some cases, poor results directly suggest the appropriate corrective action; in others, a number of alternatives may exist to alleviate the problem which is leading to the poor results. The term "monitoring" is frequently used in connection

with information feedback on performance in order to provide corrective action. The implementation of an evaluation system concurrently with the implementation of an activity, insures that problems may be identified and alleviated as quickly as possible.

When an evaluation is straightforward, involving only the collection, processing, and analysis of hard statistical data, it does not really matter whether it is performed internally (e.g., by project staff) or externally. However, if judgement or interpretation is required as part of the evaluation, it is important that the evaluation be conducted externally. This preserves the integrity of results and conclusions, thereby increasing the credibility of the evaluation results. Furthermore, if the external evaluator is experienced, he will be in a position to judge results against those of similar activities elsewhere.

9.3 Setting Project Objectives

Objectives are the raison d'etre of a project; they represent what the project hopes to accomplish over a given time frame. Although objectives are necessarily postulated in planning a project, they really represent the cornerstone of an evaluation. Thus, good planning, which specifies a set of unambiguous objectives, links directly with meaningful evaluation.

Two major categories of objectives are identified for NYRC-type projects; those which refer to the internal project management and operations, and those which pertain to the external impact that the project expects to have. Examples of both types of objectives for NYRC-type projects are given in Table 5. These will be used to develop the model evaluation design in the remaining sections.

Note that most of the examples given are stated in quantifiable terms. Each blank space should be filled in with a number which is based on the following factors:

- Experience of similar projects;
- Sizes of the staff and the budget;

Table 5

EXAMPLES OF OBJECTIVES FOR NYRC–TYPE PROJECTS

INTERNAL	EXTERNAL
(I-1) To provide direct services to at least ___ youngsters from the target area during the first year of project operations.	(E-1) To reduce the number of gang incidents in the target area by ___ percent during the period ___ to ___, relative to the previous comparable period.
(I-2) To provide counseling services to at least ___ youngsters, amount to ___ counseling-hours per week during the period ___ to ___.	(E-2) To "divert" ___ percent of youngsters arrested for Class I and II offenses in the target area to NYRC enrollment.
(I-3) To provide tutoring services to at least ___ youngsters, amount to ___ tutoring-hours per week.	(E-3) To reduce arrests for Classes I through IV offenses among target area NYRC clients by ___ percent, compared to a control group.
(I-4) To enable at least ___ youngsters to participate in project-sponsored recreational activities during the period ___ to ___.	(E-4) To increase community support for NYRC activities.
(I-5) To re-enroll in school at least ___ percent of clients who are judged to be incorrigible truants at intake.	(E-5) To increase police support for NYRC through more frequent referrals.
(I-6) To maintain an average caseload of no more than ___ youngsters per project staff.	

- Pre-project perception of the attitudes of the community and other elements of the juvenile justice system;
- Expectations of project management and staff.

Although it is recognized that establishing quantifiable objectives is a difficult task, this procedure nevertheless yields benchmarks against which actual project performance may be measured. If no numerical objectives are stated prior to project implementation, then actual results will be extremely vulnerable to a wide range of interpretation; particularly when external factors have not been adequately defined.

9.4 Methodological Considerations

Most of the methodological problems associated with evaluation pertain to a determination of the extent to which external project objectives are attained. Attainment of internal objectives can generally be determined by straightforward counting and data analysis.*

An NYRC-type project is a social service delivery program. A certain "treatment" is provided to project participants (in the Philadelphia case, clients receive direct and contracted social/medical services), and one hopes to determine the effects of that treatment. In a law enforcement and criminal justice context, the anticipated effects of NYRC treatment pertain to the extent the project impacts delinquent behavior among project participants. (Measures of delinquent behavior and other criteria are discussed in Section 9.5.) Ideally, actual results would be compared to expected results in the absence of the project. Since it is obvious that the same group of youngsters cannot simultaneously be given and denied project services, methodological issues revolve around techniques to estimate what would have resulted if there had been no project.

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*A more detailed discussion of these issues is contained in the following section (9.5).

Use of Control Groups

The soundest, but most difficult technique to make the desired comparisons involves the identification of two groups of juveniles, statistically identical in all relevant respects, one group participating in the project and the other not. The phrase "statistically identical" means that there is no statistically significant difference between the two groups with respect to variables such as age, race, previous involvement with the juvenile justice system, family background, level of education, drug abuse involvement, etc. The extent of delinquent behavior (or other criterion) is then measured for the two groups and a determination is made regarding differences between them. The key element to this approach is the notion that any differences in results (such as delinquent behavior) is attributable to project participation, since the two groups are presumably alike with respect to all other relevant characteristics.

The problems with implementing this technique are obvious. First, decisions must be made regarding which criteria should be used to measure results (e.g. delinquent behavior), and how those criteria are to be measured. Further, levels of statistical significance must be set in order to define the term "statistically identical." The two groups must be selected and tested for statistical identity. If the service capacity of the project exceeds the prospective number of participants, the control group(those not receiving project services) must be found outside the project catchment area. However, experience has shown that it is an exceptional project which has more resources that it can use. Assuming, therefore, a greater number of prospective participants than slots, random selection from among those who qualify for project participation yields the two desired groups. "Random" means that each eligible youngster has an equal chance of being selected as a project participant, independent of the selection of any other participant. Eligibility criteria may be used to define the statistical population from which the two groups are drawn.

The NYRC in Philadelphia draws its clients from a number of different sources, and its eligibility criteria are fairly broad. Referrals are drawn from juvenile court probation cases, as well as from "walk-ins." Over time, there can be no assurance of

equally dividing prospective participants into experimental and control groups. Thus, comparisons of the relevant variables would have to be made periodically to ensure that the two groups maintained the specified level of statistical similarity. Unless fairly rigid procedures are established for assignment to the experimental group (project participation), there will be little assurance about the ultimate validity of results derived from a comparison between experimental and control groups.

There is one final consideration in conducting an experiment using control groups. If the two groups fail to be sufficiently similar statistically, but differences can be accounted for in the observed outcomes, then this technique remains valid. For example, if the control group has a median age two years greater than that of the experimental group, and it is estimated that the age difference by itself accounts for 20% fewer arrests, then actual arrests in the experimental group may be reduced 20% prior to the comparison.

Pre/Post Analysis

This approach to analyzing the impact (external objectives) of a project like NYRC compares the behavior or performance of project clients as a group before project participation and after (or during) project involvement or receipt of project services. Positive changes are then attributed to the project's influence. Although this technique is simpler than the controlled experiment discussed above (since data on a given group is all that is required), many assumptions are required in the interpretation of results. For example, this method may assume that no variable other than the treatment provided by the project has had a significant influence on the (aggregate) behavior of participants. This assumption would be very difficult to justify, especially if the average length of involvement (i.e. time) with the project is large (for example, over a year). The change in average age may have been a major contributor to positive results in the sense that those results would have been present, even without the project.

In general, pre/post analysis presents a description of the changing behavior of project participants over time--very little can

be substantiated regarding causes and effects of project participation.

We emphasize that in both the experimental/control group and pre/post measurement methodologies discussed above, aggregate measures are used rather than case studies of individuals. These methods generally require an adequate sample size for their validity. As a general rule of thumb, a sample size of over 50 project participants and/or control groups is often used as a requirement to support any statistical results regarding outcomes. This condition can be met by most projects like NYRC.

9.5 Developing Evaluation Measures, Data, and Analyses

Evaluation measures should reflect the extent to which project objectives have been attained. In general, the more specific an objective, the more straightforward the measurements. However, multiple measures of achievement toward one objective can provide stronger support of positive or negative findings.

In this section we will proceed with the development of the model evaluation design by identifying and discussing sample measures for each of the project objectives given in Table 5.

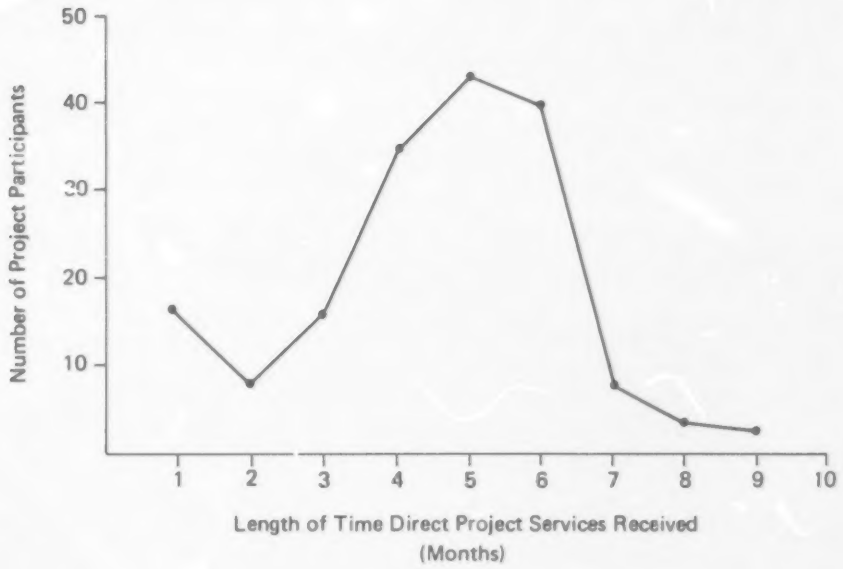
(I–1) To provide direct services to at least___youngsters from the target area during the period___to___.

At first glance, measurement for this objective appears to be a very simple exercise. Simply count the number of youngsters who passed through project intake between the two dates represented by the second and third blanks, and compare it to the number represented by the first blank. If this count is no smaller than the designated number (blank), then the objective has been met or surpassed; if not, the objective has not been met.

Further thought, however, gives rise to the question of the length of time each participant spends "in the project." Those who proceed through intake and fail to appear again after one week

should probably not be counted in the same way (with the same weight) as someone who participates in project activities over a period of a year. If an expected length of stay in the project was established during the project's planning phase, then the count could include only those youngsters who receive direct services from the project for at least that length of time. A more detailed analysis suggests that an appropriate measure would have to account for some parameter which indicates the distribution of "dropout intervals," as depicted in Figure 6. Alternatively, the objective (I-1) could have been stated in terms of total number of intakes and average length of stay, the latter being compared to the actual average calculated from the distribution.

Figure 6
DISTRIBUTION OF PROJECT DROPOUTS FOR INTAKES BETWEEN___AND___



(I–2) To provide counseling services to at least ___ youngsters, amounting to ___ counseling–hours per week.

Measurement for this objective is similar to that for (I-1), with the additional specification that a given number of hours of counseling per week be provided. This latter specification may be measured in terms of the average number of hours per week over the designated evaluation period (obtained by dividing the number of counseling hours by the number of weeks); the minimum number of hours to be provided every week; or a weighted average number of hours per week, where the weights are assigned by the counselors for each hour of service, based on the perceived (by the counselor) quality of the session. The following table depicts an example of such a weighting scheme.

Sample Weighting Scheme for Measuring Counseling Hours

Weights: Good - 1.5
Fair - 1.0
Poor - 0.5

Daily Report for Counselor Smith - Date _____

	Hours	Weight
Client X	2	1.0
Client Y	3	0.5
Client Z	1	1.5

The "score" for Counselor Smith on the date depicted is obtained by multiplying the number of hours by the weight assigned for each client counseled that date, and dividing the total weighted hours by the total weight. In the example given, the "score", S, is:

$$S = (2X1) + (3 \times .5) + (1 \times 1.5)/ (1 + .5 + 1.5)$$

$$= 5/3$$

Note that with these weights, one good hour followed by one poor hour is equivalent to two fair hours. Clearly other weighting schemes can be used to suit the particular perceptions of project management.

(I–3) To provide tutoring services to at least___youngsters, amounting to ___tutoring–hours per week.

Establishing measures for this objective involves the same type of analysis as for (I-2). If periodic tests are administered to those youngsters who receive tutoring services, then the number of hours for the period may be weighted by some function of the test results to estimate the quality or effectiveness of tutoring services.

(I–4) To enable at least___youngsters to participate in project–sponsored recreational activities during the period___to___.

This is probably the most straightforward objective for measurement, as it relates to project exposure to youths in (or outside) the catchment area. A simple count of youngsters participating, possibly divided into those enrolled in the project and those not, would suffice. The number of recreational activities sponsored by the project over the designated period, and the percent of participants not enrolled in the project for each event in sequence, would give an indication of whether progress was being made in attracting non-project youth.

(I–5) To re–enroll in school at least___percent of clients who are judged to be incorrigible truants at intake.

There are a number of factors to be considered in devising the measurement for this objective:

- Criteria for judging an intake youth as an incorrigible truant (e.g. has been arrested at least three times for truancy);
- Criteria to determine whether a youngster has in fact re-enrolled in school (e.g., is still attending as of the current evaluation period);
- Determination of the base number for calculating the desired percentage (e.g., whether or not to include those who are arrested for non-truancy offenses).

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Again, the deceptive simplicity of a percentage is meaningless unless the elements from which that percentage is calculated are made explicit.

(I–6) To maintain an average caseload of no more than___youngsters per project staff.

Average caseload is typically calculated by dividing total caseload (for the period of interest) by total "core" staff (not including administrative and support staff). The only issue of concern here is who should be included in each count, or what fraction of each individual should be counted for those staff and clients who have left or joined the project.

It is well to note at this point that there is no single "correct" way to measure the extent to which project objectives are met. Generally, multiple measurements provide additional information and perspectives for assessing a given situation. What <u>is</u> important is that data used to obtain measurements be maintained and well-documented. For internal objectives, responsibility for such data rests solely with the project. Data collection instruments and procedures to generate the desired measures should be developed prior to actual project implementation, in order to avoid having to "catch up" at some later date in the collection and processing of data. Whether processing is performed on a computer or manually, a data base system is essential to the effective evaluation of a project of this type.

We turn now to a discussion of measurements for external project objectives, following the examples presented in Figure 9.3 at the beginning of this section.

(E–1) To reduce the number of gang incidents in the target area by ___percent during the period___to___, relative to the previous comparable period.

"Gang incidents" was selected for this sample objective because this was a major concern of the planners of Phildelphia NYRC. It is clear that other indicators of delinquent behavior may be

used in its place, depending on the focus of the project in question. This objective is based on a pre/post methodology, probably a valid approach since it is unlikely that this type of activity would be affected by extraneous variables in a small area over a relatively short period of time. To identify a control group for comparison would present immense problems in this instance. Another neighborhood in the city, in which youngsters are not eligible for project services (or services of another similar project), which is statistically similar in socio-economic/demographic characteristics, would have to be found, and parallel data sets regarding gang incidents would be required.

Data pertaining to gang incidents would have to be obtained from sources external to the project. Dependence on data from external sources necessarily limits its level of detail, format, and perhaps even the context.

The point to be made is that, with suitable cooperation from the agency (in this case the police department) and advanced planning adequate data can generally be obtained from outside sources. Thus project planners and evaluators can develop data collection instruments, if necessary, and provide a supply of those instruments to the appropriate personnel in the agency which collects and maintains the desired data. Often, little additional work is required on the part of the agency supplying the data since it may be routinely collected by that agency for its own purposes. In this example, data on gang incidents may be collected and tabulated by the police department on a city-wide basis as a matter of routine. Retrieval of such data for incidents in the target area after the fact would probably be quite troublesome. However, if target area data on gang incidents are provided on the data collection instruments mentioned, as they occur, little additional work is required.

Data on gang incidents may include:

- Time incident began;
- Number of juveniles participating;
- Number of injuries and/or deaths;
- Weapons used;

- Mode of incident reporting (e.g., citizen call, patrolcar sighting);
- Reason(s) for incident.

This information would be extremely useful to an NYRC-type project which is attempting to reduce gang violence.

*(E–2) To "divert"___ percent of youngsters arrested for Class I and Class II offenses in the target area to NYRC enrollment.**

Two basic data elements are required to measure the extent to which this objective is met: 1) the number of juveniles arrested for Class I and Class II offenses (during the period of interest) and 2) the number of juveniles committing such offenses who are enrolled in NYRC.

This objective provides the opportunity to conduct some analysis of costs. Average costs to process Class I and II offenders through normal channels in the juvenile justice system (accounting for other points of "diversion" and their rates, if possible) may be compared to average cost per client in the project. Applying these to the "diversion" rate or percentage calculated results in cost savings (or dis-savings) afforded by the project.

(E–3) To reduce arrests for Classes I through IV offenses among target area NYRC clients by___ percent, compared to a control group.

In order to assess this objective, considerable planning is necessary prior to project implementation to determine procedures for identifying members of the "experimental" and "control" groups, and for gathering arrest data on these groups.

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* Class I and II offenses are named to provide specificity to the example.

If conditions are such that a genuine experiment can be conducted, one possible measurement is the percentage of project and control youngsters arrested for each type of offense during the given period. Weights corresponding to the seriousness of each class of offense may also be used prior to calculating percentages. Statistical techniques may then be employed to test for significance of any differences observed.

Table 7 depicts comparable arrest data for youths in target and non-target areas of the 9th and 23rd Police Districts in Philadelphia during a four-month period. Although these data do not result from a carefully-planned experiment, they do serve to illustrate some of the principles described.

Table 7
ARREST RATES (PER THOUSAND) FOR TARGET AND NON-TARGET AREAS IN THE 9TH AND 23RD POLICE DISTRICT (FEBRUARY-MAY 1973)

	MALES			FEMALES		
	Target (N = 492)	Non-Target (N = 224)	Signif.	Target (N = 520)	Non-Target (N = 226)	Signif.
9th District						
Class I	9.1	51.3	.02	2.9	6.6	n.s.
Class II	3.0	2.2	n.s.	4.8	0.0	n.s.
Class III	19.7	24.6	n.s.	4.8	0.0	n.s.
Class IV	31.5	82.5	.03	18.3	24.3	n.s.
23rd District						
Class I	4.2	17.3	.01	2.2	3.4	n.s.
Class II	1.4	1.3	n.s.	0.0	1.2	n.s.
Class III	2.3	12.0	.01	0.0	1.2	n.s.
Class IV	2.3	18.5	.001	0.0	6.6	.02

Class I crimes are felonies; Class II crimes are the more serious misdemeanors, such as assault and battery, purse snatching, theft and petty larceny; Class III crimes are largely "victimless" misdemeanors, such as disorderly conduct, vagrancy, prostitution, gambling, and drunken driving; Class IV contains juvenile status

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offenses, including incorrigibility, truancy, runaway, curfew violation, beyond the control of parents, and liquor and tobacco violations.

As can be seen, the results are quite dramatic. Arrest rates for males in the target group in the 9th and 23rd Districts were significantly lower in the felony and status offense categories. In the 23rd District, target-area males have a significantly lower arrest rate for lesser misdemeanors as well. The project seems to have no significant effect on the crime rate for females, with the exception of lowering the rate of status offenses in the 23rd District. These results are not surprising, since they conform with the fact that NYRC primarily works with male youth.

In short, there is evidence to support the contention that the project is having an impact on reducing crime--including serious crime--among males in its target group.

(E–4) To increase community support for NYRC activities.

One approach to the measurement of achieving this objective is to conduct a questionnaire survey of residents within the area served by the project. Such an instrument would be administered to a random sample of citizens and would contain at least questions relating to:

- Knowledge of the existence of the project;
- Favorable or unfavorable reaction to the project;
- Interest in providing services to the project;
- Data on respondent characteristics.

Surveys have many disadvantages for evaluating projects of this type. Regardless of the mode of survey administration (mailed, telephone, face-to-face), a survey generally involves considerable expense and is time-consuming. If the number of respondents is

large, computer process of responses is almost a must. Finally, people do not always act in a manner consistent with what they say.

One surrogate measure of the level of community support is the amount of local funding the project receives. If the percentage of local funding increases over time, there is greater likelihood that the project will eventually be institutionalized.

Use of existing services in the community (perhaps on a contractual basis, as in Philadelphia) through other public agencies or benevolent organizations presents another measure of extent of community support. The number of such organizations and dollars expended on project clients both reflect this support.

(E–5) To increase police support for NYRC through more frequent referrals.

The initial contact of a majority of project participants is the law enforcement officer. Thus the police department's policy is an extremely important factor in the success of an NYRC-type project, as it is the primary source of referrals, both formal and informal. Measurement of this phenomenon is extremely difficult due to the unknown nature of so many police/juvenile contacts.

Structured interviews with police officials, in which department policy and attitudes of police officers are obtained, at a minimum of two times during the evaluation period, can provide some measure of the extent to which the objective is attained.

9.6 Assessing Impact on the Juvenile Justice System

In addition to evaluating its impact on the behavior of its clients and on the specific problems that it was designed to alleviate, an NYRC-type project should also attempt to assess its overall impact on the juvenile justice system.

This type of an assessment is extremely difficult to perform, due to the presence of a number of other factors, impacting the system, which cannot be held constant or controlled over time. These may be either highly specific (such as the existence of other projects which may influence the system or changes in system procedures) or general in nature (for example, changes in the national economic picture). Thus the pre/post approach is likely to be inadequate for this purpose.

Another problem in assessing the impact of a project like NYRC on the juvenile justice system is that an impact may be made in a certain area, but it is not recognized as having resulted from project operations. Thus one cannot always be certain of accounting for all phenomena which should be measured.

The magnitude of whatever impact is made may be a function of the scale of the project, relative to that of the overall juvenile justice system. For example, one experimental project of this type which serves only a very small fraction of the jurisdiction's target population may exhibit a statistically negligible effect. However, the total effect of a number of similar projects throughout the jurisdiction may "multiply" the effect to the point of being highly significant.

One approach to assessing system impact is to "track" project participants and a suitable control group through the system, estimating system impact by measuring penetration rates for each group. Thus at each benchmark in the system, comparative measures of "fallout" can be made between the two groups (or the complementary measure of the need for system services). This approach alleviates the problem of scale (since observed differences can be projected to any scale), and if the comparison is conducted for juveniles entering the system concurrently, extraneous factors have an equal opportunity to influence either the group of project participants or the control group. Finally, this approach would utilize individual records rather than aggregate statistics, and such records would be available to perform many different kinds of analysis.

9.7 Conclusions and Recommendations for Evaluation

Regardless of the level of sophistication attempted in an evaluation, some evaluation is better than none, as long as its limitations are explicit and well-understood. The model presented must have a genuine evaluation design consisting of the following elements:

- A Statement of the project's objectives, in quantified terms to the extent possible;
- Specification of the methodology to be used in formulating the evaluation design;
- Determination of measures (possibly more than one for each objective) of success in attaining objectives;
- Identification of data sources, specification of data elements required to obtain measures, and development of procedures to ensure data confidentiality;
- Establishment of procedures to gather, validate, and process data;
- Understanding of the limitations of evaluation results, for the given evaluation design.

It should be noted that evaluation should be perceived and conducted as a dynamic activity. Modifications to an evaluation design should be made if previous evaluation results (either internal or external) dictate the need to modify the project's operations. For example, if intake qualifications are so strict that the project is unable to capture enough youth from its catchment area, then the action called for may be either enlargement of the area or loosening of the qualifications. Either course of action calls for some adjustment in the evaluation design or procedures. Evaluation of social programs should not be a self-serving exercise: it is merely a tool to aid sound management and decision-making.

APPENDICES

APPENDICES

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Neighborhood Youth Resources Center

Defender Association of Philadelphia

Work Program

Pursuant to this agreement, the Defender Association of Philadelphia will perform the following services:

1. Provide one attorney from the Defender Association of Philadelphia for the Neighborhood Youth Resources Center Project.

2. The attorney will be a member of the full-time staff and will be provided with an office at the Center. The attorney will perform the following services:

   a. Provide legal counsel for juveniles who use the Neighborhood Youth Resources Center;

   b. Arrange to be notified by the Police Department when an NYRC juvenile has been arrested;

   c. Inform juvenile of his rights;

   d. Provide when necessary, representation before the Court for all proceedings against juveniles who use the Neighborhood Resource Center;

   e. Intervene between the Family Division of the Court of Common Pleas and the NYRC client petitioning the Court to grant custody of the NYRC juvenile offender to the Center;

   f. Outline to the Court the individual treatment plan which has been designed for the NYRC juvenile offender;

   g. Maintain regular contact with NYRC juveniles who are incarcerated;

   h. Instruct NYRC juveniles who have not yet had police contact as to their rights, on violating curfew, and on other common legal situations with which juveniles are confronted;

Purchase of Service Agreement

Neighborhood Youth Resources Center

Family Court Division - Court of Common Pleas

Work Program - Year II

Pursuant to this agreement, the Family Court Division of the Court of Common Pleas will perform the following services:

1. Provide and supervise one Court Probation Liason Officer for specialized services to the Neighborhood Youth Resources Center. The Officer will be a full-time staff member stationed in the Center, and will perform the following services:

   a. Serve as the liaison between the Neighborhood Youth Resources Center and the Family Division of the Court of Common Pleas;

   b. Serve as the liaison between the Neighborhood Youth Resources Center and Model Neighborhood Youths (who are on probation);

   c. Notify the Project Director and the Youth Services Coordinator of all court proceedings and contact with NYRC youths, and maintain current records on the final disposition of each case;

   d. Work with the NYRC attorney to compile a folder on the personal and legal history of each referred youth;

   e. Attend all court proceedings with NYRC attorney and youth;

   f. Maintain continuous counselling with each youth on probation after the Court's final disposition;

   g. Notify the Project Director and the Youth Services Coordinator of the release dates for incarcerated youths;

   h. Provide counselling to those youths on probation;

2. Provide current reports on the status of cases pending before the Court for the Project Director, the Youth Services Coordinator, the Psychologist, the attorney, and the assigned Neighborhood Workers and/or gang worker.

3. Instruct NYRC staff in court and probation procedures pertaining to juveniles.

4. Cooperate with the Project Director, together with the Youth Services Coordinator, the social worker, and the Neighborhood or Area Youth Worker in developing a treatment plan for each individual juvenile.

Neighborhood Youth Resources Center

Philadelphia Department of Public Welfare

Work Program - Year II

Pursuant to this agreement, the Philadelphia Department of Public Welfare will provide the following services:

1. Provide two full-time Area Youth Workers to the Neighborhood Youth Resources Center for gang work. The Area Youth Workers will perform the following duties:

   a. Serve as the liaison between the Philadelphia Department of Public Welfare and the Neighborhood Youth Resources Center;

   b. Identify the most troublesome gangs in the geographic area of the Neighborhood Youth Resources Center and work with them on a daily basis;

   c. Identify gang members and work with the same roster of individuals on a daily baiss;

   d. Locate services for gangs and individual gang members as needed, giving priority to utilizing to full capacity the services provided by the Neighborhood Youth Resources Center, including the services of other projects;

   e. Cooperate with the Youth Services Coordinator, the Project Director, the social worker, and the attorney in developing and carrying out the plans for each gang or youth on the roster;

2. Maintain records on youth and gangs contacted.

   May do individual or group tutoring.
   May conduct group recreational programs
   May lead groups on recreational, cultural, educational, social and experimental trips and outings
   May do group counselling

Project Director

At the direction of the Board of Directors and its agent the Executive Director, be responsible for all aspects of the program including staff recruitment, hiring and training, design and delivery of program services and the Coordination of the program and services with other city, state and private programs.

Work in inter-agency cooperation in the development of a new model to serve pre-delinquent and delinquent youth by the coordination and consolidation of private and public agencies as they emerge in a comprehensive approach to youth assistance at the neighborhood level.

Keep complete records of the program including the compilation of new data.

Administer the fiscal affairs of the program.

Submit reports as required by the Executive Director.

Establish and work with a Governing Board of the program.

Prepare proposals and seek out funding sources for continuation of the project and the initiation of new programs and projects.

Youth Services Coordinator
(YSC)

At the direction of the Project Director be responsible for the delivery of services of the program to program recipients and their families. With the Psychologist-Social Worker and Community Resource Worker interview and develop a plan for each participating youth and assign same to Neighborhood Worker and make appropriate referral to program components, cooperating agencies or other sources of help. Follow up all referrals made, keeping records of each and make periodic reports to referring agencies.

Assist the Director in the recruitment, hiring and training of Neighborhood Workers.

Supervise Neighborhood Workers, receiving appropriate reports.

Coordinating with referring agency on initial contacts.

Community Resource Worker

At the direction of the Youth Services Coordinator, make initial contacts and assessments of youth, participate in planning, link youth to the necessary and prescribed program services and linkage resources and follow up each youth's participation. Counsel youth around his various problems.

Maintain close contact, weekly if not daily, with youth assigned to him to assure that program services are being utilized and that any new problems are met. Refer new problems to the Youth Services Coordinator.

Meet, interpret program services and maintain contact with families of participating youth-more assessments. Maintain complete records or each assigned youth and prepare regular reports. Also maintain regular contact with NYRC juveniles who are incarcerated, and with the institution.

Identify other youth in the community needing the services of the program and recruit and refer them to the Youth Services Coordinator.

May do individual tutoring.
May conduct group recreational programs.
May lead groups on recreation, cultural, educational, social and experiential trips and outings.
May do group counselling.

1. Assessment-prepared form to be presented to parent (5) to be completed voluntary.

2. Do by using the interviewing technique.

3. Option of using technique 1 or 2.

Psychologist-Social Worker

At the direction of the Project Director, Community Resources Worker and in cooperation with the Youth Services Coordinator interview and develop a plan for each participating youth, making appropriate referral to program components, cooperating agencies and other sources of help.

Diagnose exceptional and unusual problems and make recommendations to the Director and Youth Services Coordinator and Community Resource Worker.

Do individual and group counselling and counselling with families at the direction of the Youth Services Coordinator and Director and Community Resource Worker.

May assist the Director in staff training and development.

Prepare diagnostic reports on youth referred by other agencies.

Administrative Assistant

Develop, in conjunction with Project Director, an in-service training program. This training will be done in a group as well as in individual counselling and sessions.

Work intensely with any Community Resource Workers identified by Youth Services Coordinator in order to imporve their understanding of and performance on the job.

Supervise Assistant Community Resource Workers in cooperation with Youth Services Coordinator.

Develop and conduct staff development sessions as directed by Project Director.

Be "in charge" and make decisions in the absence of Project Director, consulting with Project Director by telephone if possible.

Assist Project Director in preparation of reports, research of records, etc.

Do other duties as necessary and directed.

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Executive Secretary-Office Manager

Serves as secretary to and at the direction of the Youth Service Coordinator, performing all clerical functions as necessary.

Maintains program's time, central and administrative records and prepares reports as required.

Oversees and maintains office equipment.

Supervises all clerical staff at the direction of the Youth Service Coordinator.

Serves as assistant to the Youth Service Coordinator in all administrative matters except personnel.

INTER-AGENCY AGREEMENTS

Through exchange of letters of understanding Neighborhood Youth Resources Center and the following agencies have pledged cooperation and program services.

School District of Philadelphia
- Advisory Council for Vocational Education
- Benjamin Franklin High School
- Central Administration
- District 2 Attendance Office
- Division Vocational Education Pre-Apprenticeship Training
- Division of Vocational Education, Business Education, Distributive Education, School Work Programs
- Division of Career Development
- Division of Vocational Education, Industrial Arts Program
- Edison Tutorial Project
- Neighborhood Youth Corps
- John F. Kennedy Center for Vocational Education
- Shallcross School
- Alexander Dallas Bache School
- Daniel Boone School
- Elisha Kent Kane School
- Gen. George G. Meade School
- Horace Howard Furness Junior High School
- Laura Wheel Waring School
- Lydia Darrah School
- Overbrook High School
- Robert Morris School
- Robert Vaux Junior High School
- Simon Gratz High School
- Stoddart-Fleisher Junior High School
- Theodore Roosevelt Junior High School
- William Penn High School

City of Philadelphia Department of Recreation
- Francisville Playground
- 18th and Wallace Playground
- District 10

City of Philadelphia Police Department
- Commissioner
- 9th District
- 23rd District
- Juvenile Aid Division

INTER-AGENCY AGREEMENTS

AFL-CIO Appalachian Council Job Corps Projects
Columbia School
Counseling and Referral Services
Diagnostic and Classification Center, Youth Development Center at Cornwells Heights
Franklin House
Free Library of Philadelphia
George Junior Republic
Glen Mills Schools
Glen Mills Schools Aftercare Center
Hahnemann Hospital, Medical, Pediatric, G.Y.N., Psychiatric
Hahnemann Hospital Mental Health Services - Division of Child Psychiatry
Health District #5
Information Services Center
Judges (7) of Court of Common Pleas sitting in Juvenile Division
Juvenile Division of Family Court, Probation Unit, Central District
Neighborhood Youth Corps, Cardinal's Commission
Neighborhood Youth Corps, Philadelphia Housing Authority
Neighborhood Youth Corps, Youth Conservation Services
Ninth District Parent Youth Aid Committee
North Central Area Youth Work Coordinating Committee
Operation P.L.O.T.
Our Neighbors
Pennsylvania Bureau of Vocational Rehabilitation
Pennsylvania State Employment Service
Philadelphia Youth Development Day Treatment Center
St. Joseph's Preparatory School
Spring Garden Community Services Center
Temple University Dental School
Temple University Upward Bound
Voyage House
West Twenty Third District Parent Youth Aid Committee
Youth Development Center at Cornwells Heights
Youth Development Center at Philadelphia

INTER-AGENCY AGREEMENTS

After staff visits and/or telephone conversations and Neighborhood Youth Resources Center and the following agencies have pledged cooperation and program services.

The Barbed Wire Society
Berean Institute
Boy Scouts of America
Broadside
City Department of Public Health, Rat Control Project
Community Action Council G
Community Action Council F
Eastern Pennsylvania Psychiatric Institute
Elwyn Institute Vocational Training and Rehabilitation Program
Friends Shelter for Girls
Gaudenzia Outreach
Girard College
HELP
NAACP
Nationalities Service Center
New Horizons
Northern Home for Children
Northwest Interfaith Movement
Pennsylvania Advancement School
9th District Police Athletic League
Philcourt Pretrial Diversion Project
Progressive Philadelphia Child Development Center
Ramos Antonini Center of Opportunities Industrialization Center
Richfield School
Simpson Village
Southern Home for Children
Sun Oil Company
St. John Settlement
State Court Unit
Teen Aid
Teen Haven
Urban Educational Institute
Youth Evangelism Center
Young Builders
Walton Village
Williamson Free School of Mechanical Trades
Woods School
YMCA

AGENCIES TO WHICH PROGRAM YOUTH HAVE BEEN REFERRED AND RECEIVED SERVICES

The following service agencies have provided additional direct services to Neighborhood Youth Resources Center youth.

American Red Cross
City of Philadelphia Office of Mental Health and Mental Retardation
City Wide Tenant Council, Relocation Department
Family Service of Philadelphia
Friends Hospital
Health and Welfare Council Information Referral Services
Institute for Alcoholism and Narcotic Addiction
Jason School
Jefferson Hospital, Neurology Clinic
Jefferson Hospital, Physical Rehabilitation Unit
Little Neighborhood School
Methodist Hospital, Medical
Pennsylvania Department of Public Welfare, Medical Assistance
Pennsylvania Department of Public Welfare, Department of Public Assistance, Girard and Central Districts
Philadelphia Association for Retarded Children, Work Training Center
Philadelphia Department of Public Welfare, Department of Protective Services
Philadelphia Housing Authority, Relocation Office
Philadelphia Welfare for Women Offenders
St. Joseph's Hospital, Social Service Unit
St. Joseph's Hospital, Medical
St. Paul's Baptist Church
Salvation Army
School District of Philadelphia, District 6
Temple University Community Mental Health - Retardation Center
Thrift Shop
Tribune Charities
United Methodist Community Center
Western Association of Ladies for Relief and Employment of the Poor

Client and Program Forms

REQUEST FOR SERVICES

FROM: _____ DATE: _____
(name, position)

TO: _____ DATE: _____
(name, position)

Service Required:

_____

_____

_____

Action Taken: Youth Services Worker _____ _____
name date

_____

_____

Y.S.W. Responding _____ Date _____

NYRC

WEEKLY PROJECTION (FORECAST)

PLAN FOR THE WEEK OF _____
(month) (day) (year)

Youth Services Worker _____

SPECIFIC ACTIVITY	OVERALL GOAL

NYRC

COMMUNITY RESOURCE WORKERS DAILY ACTIVITY SHEET

Name_____ Date_____

_____

1. FIELD ACTIVITY (new contacts)

PERSON'S NAME	PLACE OF CONTACT	COMMENTS
_____	_____	_____
_____	_____	_____
_____	_____	_____

2. PERSONAL HISTORIES INITIATED

PERSON'S NAME

_____

_____

_____

3. AGENCIES VISITED

NAME OF AGENCY	COMMENTS
1. _____	_____
2. _____	_____
3. _____	_____
4. _____	_____

4. SEEN, ESCORTED OR REFERRED TO SUPPORTIVE SERVICES (caseload)

PERSON'S NAME	PERSON'S NAME
_____	_____
_____	_____
_____	_____

DATE_____

Gentlemen:

I hereby authorize _____ School to permit inspection of all available school records pertaining to my child _____ by the Youth Services Center of R.W. Brown Boys' Club.

_____
Parent or Legal Guardian

NYRC

INTER-AGENCY CONTACT

DATE OF CONTACT_____

NAME OF AGENCY:

ADDRESS: TELEPHONE NO.

NAME & TITLE OF PERSON CONTACTED:

MEANS OF CONTACT: (Telephone, Visit, Visit by appt., Mutual mtg., other)

REASON FOR CONTACT:

INFORMATION GLEANED:

RESULT:

FOLLOW-UP NECESSARY:

COMMENTS:

_____ _____
STAFF DATE

COMMENTS:

_____
DIRECTOR'S SIGNATURE

121-A

NYRC

INTER-AGENCY CONTACTS RE: SPECIFIC YOUTH

Name of Youth_____ Date of Contact_____

Name of Agency: Telephone:

Address:

Name and Title of Person Contacted:

Means of Contact (telephone, visit, visit by appointment, mutual meeting, other:)

Reason for Contact:

Information Gleaned:

Resultant Recommendation:

Comments:

Staff Person_____

Date_____

Response and Comment:

Youth Services Coordinator_____

Date_____

*** To be in youth's file at all times ***

122-A

NYRC

Personal History Intake
(To be in Youth's File at all Times)

NAME:_____ Date of Intake Interview_____

Soc. Sec. #:_____ Nickname:_____ Interviewer_____

Presenting Problem: Worker Assigned_____

Transferred to_____

ADDRESS:_____ ZIP:_____ TELEPHONE:_____

BIRTHDATE:_____ AGE:_____

FATHER'S NAME:_____ ADDRESS:_____ OCCUPATION:_____

MOTHER'S NAME:_____ ADDRESS:_____ OCCUPATION:_____

GUARDIAN'S NAME:_____ RELATIONSHIP:_____
(Legal Guardian by Court Action)

OTHERS RESIDING IN THE HOME:

NAME: AGE: RELATIONSHIP: SCHOOL (if any):

SCHOOL:_____ ADDRESS:_____ GRADE:_____
Course (H.S.)

ROOM:_____ TEACHER:_____ PRINCIPAL:_____ COUNSELOR:_____

FORMER SCHOOLS:

COMMENTS:

EVER ARRESTED: Yes_____ No_____

CHARGE: DATE: DISPOSITION:

CHARGE: DATE: DISPOSITION:

CHARGE: DATE: DISPOSITION:

ON PROBATION: P. OFFICER: TELEPHONE:

CONDITIONS:

EVER INSTITUTIONALIZED: Yes_____ No_____

WHERE: WHEN: WHY:

COMMENTS:

(To be in Youth's File at All Times)

Youth Services Center Personal History Intake

NAME: _____

HEALTH: Any obvious or other concerns? Presently using any clinics or services?

RECREATION: Interest, etc.

PUBLIC ASSISTANCE RECIPIENT? CASE NO. CASE WORKER:

ADDRESS: TELEPHONE:

COMMENTS:

OTHER AFFILIATIONS: (PAL, Big Brothers, Scouts, Church, Community Center, CANDO, etc. Get names, address, telephone, contact person, etc.)

COMMENTS:

NAMES OF CLOSEST FRIENDS: (Addresses if possible)

IS FAMILY FAMILIAR WITH MODEL CITIES: Does family know Neighborhood Council (Chairman, Director, location of office)?

FAMILY USE OF MODEL CITIES PROGRAMS: (College placement, health, summer recreation, cultural arts, consumer protection, tenant union, etc.)

COMMENTS:

NYRC

INTENSIVE PERSONAL HISTORY - FOLLOW-UP
(To be in Youth's File at All Times)

NAME OF YOUTH: _____ Prepared by: _____

Date: _____

EDUCATION: PERSON'S CONCEPTION: SCHOOL'S CONCEPTION:

STRENGTHS:

GOALS:

WEAKNESSES:

NEEDS:

EXTRA-CURRICULAR ACTIVITIES:

PLAN:

HEALTH:

MEDICAL:	TREATMENT?	WHERE AND WHEN?
NUTRITIONAL:	TREATMENT?	WHERE AND WHEN?
MENTAL RETARDATION:	TREATMENT?	WHERE AND WHEN?
MENTAL HEALTH:	TREATMENT?	WHERE AND WHEN?
SUSPICION OF DRUGS:	TREATMENT?	WHERE AND WHEN?

TREATMENT PLANS:

INTENSIVE PERSONAL HISTORY - FOLLOW-UP
(To be in Youth's File at All Times)

NAME: _____

CONTACT WITH OTHER AFFILIATIONS:

GANG:

FAMILY (All Members): (Obvious problems such as: drugs, alcohol, pregnancy, retardation, mental illness, etc.)

TREATMENT AGENCIES: Hospitals, clinics, etc.

EMPLOYMENT:

INTEREST:

VOCATIONAL TRAINING:

STABILITY:

INITIAL RECOMMENDATIONS FOR YOUTH:

PRIMARY (IMMEDIATE) GOALS:

SECONDARY (LONG-RANGE) GOALS:

INITIAL RECOMMENDATIONS FOR FAMILY:

PRIMARY GOALS:

SECONDARY GOALS:

COMMENTS:

NYRC

CONTACT RECORD

NAME OF YOUTH: _____

DATE	PLACE	COMMENTS	STAFF PERSON

NYRC

Field Sign Out Sheet

DATE	NAME	TIME	EXPECTED RETURN	TIME OF RETURN	TELE-PHONE	DESTINATION (AGENCY, HOME VISIT, FIELD)

INITIAL INTAKE

IMMEDIATE NEED INTERVENTION

NAME_____

ADDRESS_____

TELEPHONE_____ AGE_____ BIRTHDATE_____

SCHOOL_____ GRADE_____

SCHOOL STATUS (Circle one) FULL-TIME ATTENDANCE PROBLEM DROPPED OUT GRADUATE

RACE (Circle one) BLACK WHITE PUERTO RICAN OTHER (explain)

JUVENILE JUSTICE SYSTEM INVOLVEMENT: (Check off one)

( ) No Involvement

( ) Contact with Law Enforcement But Not Arrested

( ) Arrested But Not Referred to Juvenile Court

( ) Handled Informally

( ) Formally Adjudicated: Probation

( ) Formally Adjudicated: Other

( ) Other: Explain

SOURCE OF REFERRAL_____

PRESENTING PROBLEM_____

STAFF PERSON_____ DATE_____

- -

ACTION TAKEN_____ DATE_____

_____

_____

_____

DISPOSITION AND COMMENTS_____ DATE_____

_____

_____

COORDINATION CHART

YSW	PERSON ASSESSED	ASSIGN-MENT DATE	ASSESSMENT DATE	STAFFING DATE	ROADMAP DATE	STAFF FOLLOW-UP DATE

U.S. GOVERNMENT PRINTING OFFICE : 1975 O - 573-356

EXEMPLARY PROJECT DOCUMENTATION

The Neighborhood Youth Resources Center

To assist LEAA in the preparation of future Exemplary Project Documentation Materials, the reader is requested to answer and return the following questions.

1. What is your general reaction to this document?
   - ☐ Excellent
   - ☐ Above Average
   - ☐ Average
   - ☐ Poor
   - ☐ Useless

2. What was your purpose in reading this document?
   - ☐ Planning a new youth services program
   - ☐ Modifying existing youth services agencies
   - ☐ Comparing the N.Y.R.C. Program with local programs
   - ☐ General information
   - ☐ Other (please specify: _____)

3. Was the information in this document revelent to your needs?
   - ☐ Completely
   - ☐ Partly
   - ☐ Not at all

   Comments:

4. To what extent would you consider the materials useful for?

	Highly Useful	Of Some Use	Not Useful
Direct adaptation to your jurisdiction	☐	☐	☐
Providing a model for the development of similar youth-serving programs	☐	☐	☐
Developing a thorough understanding of an exemplary youth services program	☐	☐	☐
Other (please specify: _____)	☐	☐	☐

5. To what specific use, if any, have you put this particular package?

6. In what ways, if any, could this document be improved:
   A. Content/Coverage
   B. Structure/Organization
   C. Writing Style/Format

7. How did this package come to your attention? (*check one or more boxes*)
   - ☐ LEAA Mailing of package
   - ☐ Your organization's library
   - ☐ Contact with LEAA staff
   - ☐ LEAA Newsletter
   - ☐ National Criminal Justice Reference Service
   - ☐ Other _____

8. Have you contacted or do you plan to contact the Exemplary Project site for further information?

9. Please check the *ONE* item below which best describes your affiliation with law enforcement or criminal justice. If the item checked has an asterisk (*), please also check the related level, i.e. Federal, State, County or local.

☐ Federal ☐ State ☐ County ☐ Local

☐ Headquarters, LEAA	☐ Police*
☐ LEAA Regional Office	☐ Court*
☐ State Planning Agency	☐ Correctional Agency*
☐ Regional SPA Office	☐ Legislative Agency*
☐ College/University	☐ Other Government Agency*
☐ Private Firm	☐ Professional Associations*
☐ Citizen Group	☐ Crime Prevention Group*
☐ Youth Agency Administrator	

Your Name (Optional) _____

Your Position _____

Organization or Agency _____

Address _____
street *city* *state* *zip*

(Fold)

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